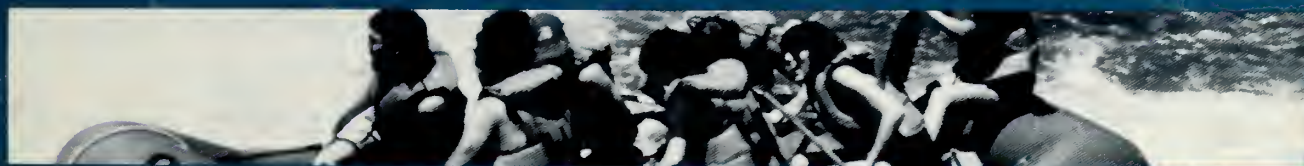




Bureau of Land Management

# Recreation Futures for Colorado



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UNITED STATES DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT  
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SL-325

May 10, 1990

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To: All State Directors  
From: State Director, Colorado  
Subject: BLM Recreation Futures for Colorado

We have developed and published a Colorado strategy called *BLM Recreation Futures for Colorado* to follow-up the Director's *Recreation 2000: A Strategic Plan*. *Recreation Futures* was written primarily for our own internal field managers, program managers, and budget staffs. The final report was submitted to the Director, on schedule, 1 year ago. However, we also wanted to use it to inform other agencies and partners with BLM about the agency's revitalized approach to outdoor recreation management.

Consequently, our mailing was targeted, not to the general recreating public, but to a more specific audience. A primary audience targeted from the start was the Congressional delegation and key Colorado legislators. We also included state and local governments including County Commissioners and other

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# Recreation Futures for Colorado 1989

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# FOREWORD

On July 26, 1988, the Bureau of Land Management (BLM) formally released *Recreation 2000: A Strategic Plan*, recognizing the importance of outdoor recreation to Americans. That plan sets forth BLM's commitment to manage outdoor recreation resources on the Public Lands. It presents a revitalized approach to managing outdoor recreation as one of the principal multiple uses of the Public Lands, and its purpose is to provide a clear statement of BLM recreation management policies and goals. The plan describes issues facing BLM and Public Lands users as well as guiding policies. It also highlights areas where BLM will concentrate its recreation management efforts.

We have developed this followup Colorado BLM plan which builds on recommendations and objectives contained in the Recreation 2000 report. The purpose of *Recreation Futures for Colorado* from BLM's Washington perspective is to provide a link between identified management objectives for individual Recreation Management Areas (RMAs) and essential budget justification information necessary to support and defend long-range recreation management needs. From BLM's Colorado perspective it also serves as an internal action plan for field managers and outlines a

statewide recreation strategy and plan for Congressional staffs, state and local governments, other agencies, the Colorado Tourism Board and local Chamber and Resort Associations, and various recreation interest groups and user associations.

The Federal Land Policy and Management Act in 1976 directed BLM to manage the Public Lands according to principles of "multiple-use and sustained yield." The Congress further went on to identify outdoor recreation as one of the major uses of these lands. We in BLM are therefore serious about our responsibility to manage and enhance recreation opportunities.

This effort is the latest in a series of actions that continue to put Public Lands recreation ever more in the public eye. There is growing interest in Public Lands recreation. Vast acreages of once vacant public lands in the West are now prized by a wide variety of users for their abundant resources. These lands have also become popular recreation grounds adjacent to cities and towns.

This report is the culmination of an intensive effort that began in early January 1989, involving Colorado BLM field managers and recreation staffs. We intend to use this as a working document. We hope you also find it useful. A map of all RMAs is also included indicating

which of our four District and eleven Resource Area Offices is responsible for managing each RMA.

This report identifies what Colorado BLM needs to do to implement the Director's Recreation 2000 strategy and plan. Our ability to achieve the objectives and implement the actions outlined depends in large part on the expression of the public's will through Congressional appropriations.

To ensure that *Recreation Futures for Colorado* remains current and relevant, we plan to update and reprint it biannually. This reflects the dynamic nature of Recreation 2000 and changing program budgets and will keep you up to date on our progress in implementing the Director's strategy.

The question of ensuring compliance with the National Environmental Policy Act (NEPA) for these actions is already addressed in Resource Management Plans (RMPs) and Recreation Area Management Plans (RAMPs) from which these actions are taken. Furthermore, this effort is a strategic plan, not a management plan. Actual on-the-ground management will be implemented from RMPs in the case of Extensive RMAs, and from RAMPs for all Special RMAs. Public involvement is ensured for all such planning efforts.



# PREFACE

This publication is the first edition of a recreation strategy and implementation for Colorado BLM. It incorporates the agency's program initiative, *Recreation 2000: A Strategic Plan*, but its two parts — a strategy and an implementation plan — are written specifically for Colorado.

Part I, the strategy, explains overall program background, issues and challenges, opportunities and objectives, and overall program philosophy. Part II, the implementation plan, outlines identified needs for each of 34 recreation management areas comprising all BLM Public Lands acreage in the state. Flexibility is built into both parts. Regularly scheduled revisions are planned to ensure that the strategy,

as well as identified management area priorities and needs, reflect ever changing public outdoor recreation needs and resulting priorities.

A word of caution about Part II: not all needs identified in the implementation plan are of equal importance; they are listed in priority order. Neither do they reflect equal commitments of resources. BLM's intent is to apply available fiscal and human resources to the highest priority, most publicly visible special recreation management areas first. These have the greatest potential, through the provision of leisure services and resource protection, to meet public expectations for highly valued types of recreation.

Consequently, most efforts in lower priority extensive recreation

management areas will be limited to custodial management. Even with sizeable increases in funding appropriations, there will not be enough resources to do everything outlined for these lower priorities.

This publication provides each of BLM's recreation and tourism partners an opportunity to provide feedback about its content. BLM wants to encourage a growing dialogue with other governments and agencies, the private sector, and the many user associations and recreation interest groups which increasingly value Public Lands recreation. A list of office addresses and phone numbers for each of several Colorado BLM field offices is included in Appendix C. Please contact your nearest BLM field office.





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# PART I

## *COLORADO BLM RECREATION STRATEGY*

**PART I**  
**COLORADO BLM**  
**RECREATION STRATEGY**

- Chapter 1. Introduction and Purpose
- Chapter 2. Background
- Chapter 3. Role of Public Lands  
Recreation in Colorado
- Chapter 4. Recreation Resources on  
Public Lands in Colorado
- Chapter 5. Program Issues  
Challenging BLM and  
Opportunities to Meet  
the Needs
- Chapter 6. Meeting the Challenge

### INTRODUCTION AND PURPOSE

The state of Colorado is widely recognized locally, nationally, and even internationally as a source of tremendous outdoor recreation opportunities. Its ski areas, national parks, forests, and wide-open spaces of the Public Lands attract millions

of visitors every year. The Bureau of Land Management (BLM) administers 8.3 million acres of Public Land within the state for a variety of multiple uses, including natural resource-based outdoor recreation.

As national outdoor recreation

demand continues to increase, needs for increased management of Colorado's BLM Public Lands will also increase. This will, of necessity, continue to elevate the importance of recreation among other multiple uses. BLM manages the greatest



Doug Huntington

*Mee Canyon, Ruby Canyon-Black Ridge SRMA*



supply of untapped public natural resource-based recreation opportunities in Colorado. BLM can therefore expect to shoulder an above average share of this increasing recreation demand.

The BLM report *Recreation 2000: A Strategic Plan* states this agency's recreation management policies and goals. These policies and goals reflect the increasingly significant role of BLM as a major outdoor recreation provider. Recreation 2000 lays the groundwork for recreation management on these Public Lands for the next decade.

If BLM is going to make recreation an equal partner within its own family of multiple-use management, as Recreation 2000 directs, then it needs a strong framework from which to work. This Implementation Plan is that framework. It charts a clear course of action for achieving its goals and objectives.

BLM is understandably not yet viewed as a major outdoor recreation provider, although thousands of visitors use the Public Lands for their outdoor recreation pursuits. BLM is not understood in the same light as the USDA Forest Service or the National Park Service (NPS) in terms of agency commitment to provide outdoor recreation. Most publics perceive that BLM is not serious about its role as a recreation provider, that it only manages recreation as an aside. This is due largely to the low emphasis which the agency has placed on recreation in the past. It is also partly due to

the agency's resource-dependent and less regulatory approach to recreation management.

This active, future-oriented strategy and plan will begin the process of establishing BLM's credibility as a major supplier and manager of outdoor recreation in Colorado. Changes in technology, increased leisure time, and ever changing public desires will continue to drive Public Lands recreation demand. BLM will continually evaluate the dynamics of Colorado recreation use and demand and incorporate them within planned actions through the year 2000. The continued usefulness of this effort, like all attempts to anticipate future trends, is heavily dependent on the rate at which change actually occurs. Because the rate of change occurring on Colorado's Public Lands is so rapid, this strategy and plan will be revised and reissued every 2 years. This is particularly important for the first several years, since the BLM Director's Recreation 2000 implementation plan schedules a number of initiatives to be undertaken right away.

This document consists of two parts: the first is the overall implementation strategy, and the second is an action-oriented plan for all BLM Recreation Management Areas.

Part I has six chapters. Chapter 1, *Introduction and Purpose*, explains the plan's purpose and how it is organized.

Chapter 2 is *Background*. It discusses how BLM got to this point;

the laws, regulations, policies, and programs that the agency works with; trends in outdoor recreation that will shape BLM's future; and finally, how all of these apply to Colorado in particular.

Chapter 3 describes the unique *Role of Public Lands Recreation in Colorado* in meeting public demands for natural resource recreation. What resources does BLM have? How does what the Public Lands provide relate to what other major outdoor recreation providers offer? What is it that is unique about what BLM provides? And how will BLM actually market its product?

Chapter 4 addresses specific kinds of *Recreation Resources on Public Lands in Colorado*. It explains the quality, diversity, and types of recreation provided.

*Program Issues Challenging BLM and Opportunities to Meet the Need* are addressed in Chapter 5. It lists the nine major challenges identified in Recreation 2000 and how they apply to Colorado.

Chapter 6 wraps up Part I with an actual strategy on *Meeting the Challenge*. It looks at what BLM is now doing to meet these challenges, identifies its future focus, discusses program relationships and staffing needs, and identifies funding sources. Since not everything can be done at once, this chapter also establishes important implementation priorities to ensure that most important items are accomplished first, and it makes hard choices about what will be done and what will not.



# BACKGROUND

## Historical Perspective

Recreation and leisure have always been part of the American spirit, but only during the last half of the 20th century has it been on such a broad scale. A leisure class was once defined by its members' activities, and the less affluent were characterized by their organized sports. But post-World War II prosperity and advances in automobile transportation made outdoor recreation opportunities available to most Americans. For at least two decades, the 2-week family sightseeing vacation became the standard. In the 1950's, as now, Colorado was a destination state.

In the 1960's, America became more environmentally aware and socially conscious. With increased individual and family security, citizens began turning outward with concern for others less fortunate and for environmental matters like clean air and water. Domestic social program spending by the government increased, and initiatives such as Vista and Peace Corps were begun. "Earth Day" symbolized this period, and the Congress passed a number of recreation laws in response to public opinion. These included: the Land and Water Conservation Fund Act, the Wilderness Act, the Wild and Scenic Rivers Act, and the National Trails System Act.

American recreation interests changed from more passive recrea-

tion activities like driving for pleasure and walking for pleasure, to those more adventuresome activities, like back-country hiking, river rafting, and downhill skiing.

The nation's first comprehensive study of the recreation phenomenon was conducted in the late 1950's and early 1960's. Entitled the "Outdoor Recreation Resources Review Commission (ORRRC)," this effort culminated in a multiple-volume series of ORRRC Reports. These data provided a basis for formulation of public outdoor recreation policy. New laws were passed and a new government agency, the U.S. Bureau of Outdoor Recreation, was formed to help administer some of them. Likewise, on state and local levels, park and recreation efforts were expanded in response to public use pressures and to capture new Federal funding for recreation land acquisition and development. Statewide Comprehensive Outdoor Recreation Plans were developed for all states.

By the late 1960's and early 1970's, changing economic and social trends began to affect leisure time and outdoor recreation use patterns. Increased costs of living coupled with unfulfilled consumer wants resulted in an increase in the number of two-income families, who, on the average, had fewer children and less available leisure time. In Colorado, recreation

facilities were expanded in national parks and national forests, while private ski resorts grew in national prominence, number, and size. Today, for example, Vail is the largest ski resort in North America (see Appendix A for selected trends data).

In the 1970's, Colorado became a year-round recreation destination for winter sports and summer activities at private resorts, state and local parks, and national parks and forests. However, with the exception of hunters, fishermen, and other traditional outdoor recreationists, Public Lands administered by the Bureau of Land Management had not yet been discovered. However, by the end of the 1970's, more people began to find out about BLM lands, and use began to increase. This discovery was fueled by several factors, including increased crowding in the parks and forests; a continued growth of interest in more diversified, challenging, and high risk activities; and technological advances (e.g., off-highway vehicles or OHVs and river boating equipment). In Colorado, river rafting and kayaking, OHV activities, back-country hiking, and archaeology/history interpretation joined hunting and fishing as popular activities on BLM land.

On a national basis, the Federal Land Policy and Management Act

(FLPMA) was passed in 1976 as BLM's Organic Act. For the first time, the agency had a firm mandate to regard recreation on an equal basis with other traditional resource programs, like grazing and minerals, within multiple-use and sustained yield concepts. In addition, BLM was charged with inventorying its lands for roadless characteristics and recommending suitable lands for formal wilderness designation. BLM was the last of the major land management agencies to apply 1964 Wilderness Act criteria to its lands.

The 1980's have seen recreation use on all public and private lands and waters grow in popularity and economic importance. In Colorado, a continued downturn in traditional commodity production sectors has further stimulated emphasis on tourism and economic development at all levels of government. Natural resources on all Colorado Public Lands are playing a vital role in this renewed emphasis on tourism since they comprise more than one-third of entire statewide acreage.

Steady national recreation and leisure industry growth prompted President Reagan to appoint a 15-member President's Commission on Americans Outdoors (PCAO). This second national recreation commission was formed on the 25th anniversary of the earlier 1960 ORRRC effort. The President asked PCAO to look ahead for a generation to determine what needed to be done for Americans to have appropriate places to do what they want to outdoors.

The Commission reported to the President that, "The Great Outdoors is still great. But we found that we are facing a deterioration of the

natural resource base, and of the recreation infrastructure. Accelerating development of our remaining open spaces, wetlands, shorelines, historic sites, and countrysides, and deferred maintenance and care of our existing resources are robbing future generations of the heritage which is their birthright. We are selling the backyard to buy the groceries, and we must increase our investment today to protect what we have." (Report and Recommendations to the President of the United States, PCAO, p. 6.)

In its transmittal letter to the President, PCAO wrote, "Increasingly, outdoors recreation occurs close to home, in or near towns and cities where 80 percent of us soon will live. So, more and more, the solutions must be found close to home. We have concluded that the best way to assure that Americans will have adequate outdoor recreation opportunities is through a prairie fire of concern and investment, community by community." They continued, "There still is a need for a strong outdoor commitment from the nation's capital: to safeguard the environment, to expand recreational opportunities on federal lands, to protect and improve the federal estate, and to provide money to support state, local, and private sector efforts." (January 8, 1987, transmittal letter from the PCAO to the President.)

In August 1987, the interagency Task Force on Outdoor Recreation Resources and Opportunities was chartered by the Domestic Policy Council to prepare proposals for the President to further develop outdoor recreation opportunities. It studied the report and recommendations of

the PCAO and prepared a comprehensive analysis of outdoor recreation policy published in a 1988 report entitled, "A Nation of Communities." It encouraged more cooperation among the private sector and public agencies to meet the growing recreation challenge. The report also recommended a national system of scenic byways and interconnecting greenbelts and paths. Some selected trends from the report in relation to BLM-administered Public Lands are as follows:

"Visitor use on some BLM lands is growing near metropolitan areas but is declining at more remote locations." (p. 9)

"There are indications that people are seeking more comfortable and convenient facilities and a higher quality of services than in decades past, and are more willing to pay for them." (p. 12)

"... the potential for increasing visitor use on BLM's 337 million acres is enormous." (p. 13)

The PCAO effort provided major impetus for BLM's development of *Recreation 2000: A Strategic Plan*. This Bureauwide strategy forms the framework for the preparation of this Colorado BLM strategy. It outlines numerous issues, identifies major challenges, and prescribes objectives to meet those challenges. Its goal is for BLM to become a major natural resource-based recreation supplier by the year 2000.

## The Recency of BLM Recreation

The character of recreation management on BLM Public Lands is invariably related to the agency's roots. The following brief tracing of U.S. Public Land policy formulation is therefore useful to contrast BLM recreation with that of the other principal Federal recreation providers.

The Continental Congress first began to acquire Public Lands in 1780 by passing a resolution calling on the states to cede their lands to the Federal government; total acreage ceded extended as far west as Minnesota and totaled over 259 million acres. The first portions of what is now Colorado, including the entire northeast quadrant and the north central and east central portions of the state, were included in a more than 500 million-acre acquisition from France, now known as the Louisiana Purchase. Lands on the western edge and southwest corner of Colorado were acquired in 1848 along with 338 million acres of Southwest Territory, ceded from Mexico to the U.S. Government. In 1850 Congress purchased from Texas the remainder of the land now comprising the State of Colorado together with an additional 75 million acres.

Initial management of these lands consisted of their disposal in the public interest and rested with the U.S. Treasury Department. Two-thirds of all land that was disposed of went to individuals, corporations, and the states. The Board of Treasury was authorized to manage the sales of Public Lands, maintain records, and issue patents or deeds for their sale. Later, in 1812, the General Land Office was formally established by Congress to schedule land sales, collect monies from land sales, prepare and issue patents and deeds, and maintain lands records. After passage of the 1862 Home-

stead Act, the nation's Public Lands were given free of charge to bona fide farmers and stockmen who become permanent settlers. One year later, the first district land office opened in Golden City, Colorado.

A few years later, activities of the General Land Office were expanded to include minerals management. Minerals of the public domain were declared open to exploration and occupation by the Mining Law of 1866, and with passage of the 1872 Mining Law, Congress declared that valuable mineral deposits were open to exploration and purchase. Up to this time, no provisions had been made for use and enjoyment of these lands by the general public.

However, this all changed with the conservation movement which began in the later part of the nineteenth century. It brought about the removal of considerable acreage from the traditional lands and minerals management emphasis. The first National Park was created from public domain lands in 1872. Because of the rapid disappearance of timberlands, the Congress authorized the President to withdraw and reserve certain forested Public Lands to assure their protection. By 1893, 17 reserves with nearly 18 million acres had been set aside. These reserved lands are now managed by the National Park Service and the USDA Forest Service. Each had an original mandate to keep the lands reserved in public ownership, to protect and make them available for public use and enjoyment. Consequently, public recreation use of the National Parks and National Forests is nothing new. However, no such historical mandate was provided for the remaining public domain which BLM manages today.

In the early 1900's the General Land Office continued to dispose of

the public domain lands and provide for minerals extraction through its lands minerals programs. By the Dust Bowl days of the 1930's, rangeland crowding and overgrazing problems resulted in the Congress passing the Taylor Grazing Act "to stop injury to the public grazing lands by preventing overgrazing and soil deterioration; to provide for their orderly use, improvement, and development; to stabilize the livestock industry dependent upon the public range."<sup>1</sup> This major 1934 milestone established the Grazing Service which provided for active range management on the public domain, but this was viewed only as interim management pending final disposal of these lands into non-Federal ownership by the General Land Office. Now two agencies shared responsibility for managing the Public Lands: the General Land Office and the Grazing Service.

The Bureau of Land Management came into existence in 1946 with the merger of the General Land Office and the Grazing Service. The merging of both the oldest and youngest Federal agencies, each having vastly different management philosophies, created conflict within the new agency. Moreover, the newly formed agency did not receive a new mandate, and it continued to administer the Public Lands using outmoded and often conflicting mandates of 3,500 laws that were enacted over a period of 150 years. Moreover, there were still no overt provisions for public recreation use and enjoyment of these lands by the public at large.

Although BLM's first director introduced the concept of multiple-

<sup>1</sup> Muhn, James and Hanson R. Stuart, *Opportunity and Challenge, The Story of BLM*, U.S. Department of the Interior, Bureau of Land Management, Washington, D.C., September 1988.



use management to the agency in 1948 as a “system under which the same area of land is used simultaneously for two or more purposes, often by two or more different persons or groups,”<sup>1,2</sup> BLM did not

<sup>1</sup> Muhn, James and Hanson R. Stuart, *Opportunity and Challenge, The Story of BLM*, U.S. Department of the Interior, Bureau of Land Management, Washington, D.C., September 1988.

<sup>2</sup> *Historical Highlights of Public Land Management*, United States Department of the Interior, Bureau of Land Management, Washington, D.C., 1962.

have a multiple-use mandate until 1964 passage of the Classification and Multiple-Use Act. It required BLM to develop integrated management plans for its lands in a way that would best meet the needs of the people. This was also BLM’s first mandate to manage for public recreation needs. Today this mandate is only 25 years old.

BLM finally received a firm mandate to retain Public Lands in Federal ownership with passage of the Federal Land Policy and Management Act of 1976, also known as

FLPMA. FLPMA includes specific language listing recreation as an integral resource to be managed along with more traditional multiple uses. Its declaration of policy states that the Public Lands be managed in a manner that, among other things, “will provide for outdoor recreation and human occupancy and use.”

## Current Intrinsic and Economic Values and Visitation

The 1989 Business/Economic Outlook Forum reports that “Colorado’s tourism industry is the second most important contributor to the state’s economy.”<sup>3</sup> The report notes that an estimated 27.6 million 1989 travelers are expected to contribute \$5.9 billion to the state’s economy, reflecting both pleasure and business travel which exceeds 100 miles from origin to destination. Summer touring and resort components of the industry are singled out as having considerable growth potential. With BLM managing more than 10

percent of the land in the State and some superlative recreation resources, it has a major role in the recreation, tourism, and travel industries.

The Denver Post lists Colorado’s top ten tourism attractions in 1987 (see “Hidden Costs Revealed as Downside of Tourism, March 19, 1989) in Table 1-2.1. While BLM Public Lands are not included among these top attractions, some of the more highly valued Special Recreation Management Areas managed by BLM lie immediately adjacent to at least half of these areas. There is a good deal of untapped potential for increasing tourism’s benefits to Colorado through improved partnerships among BLM and the Colorado

Tourism Board and the state’s Chamber and Resort Associations to market these areas as part of a total visitor package.

The following data indicates Colorado’s prominence in the nation’s recreation-tourism travel market:

- Visiting friends and relatives is the most popular reason for visiting Colorado, given by 36 percent of all tourists; 25 percent are sightseers, and 14 percent are involved in active recreation including skiing, camping, fishing, hunting, hiking, and rafting.
- Visitors are presently more aware of Colorado’s winter recreation than its summer recreation attractions. Among the states, Colorado ranks first in top-of-mind winter brand awareness but fourth in terms of summer brand awareness.
- During 1987, an estimated 22 million travelers came to or passed through Colorado and spent approximately \$5.4 billion, including both in-state and out-of-state travelers, business and pleasure.

<sup>3</sup> *Twenty-Fourth Annual Colorado Business/Economic Outlook Forum*, 1989, University of Colorado at Boulder, College of Business Administration, pp. 22-23.

Table 1-2.1

Location	Visitors
Rocky Mountain National Park	2,531,864
Denver Museum of Natural History	1,500,000
Air Force Academy	854,869
Mesa Verde National Park	728,566
Royal Gorge	494,345
Colorado National Monument	368,250
Denver Art Museum	361,000
Coors Brewery	305,974
Dinosaur National Monument	304,946
Black Canyon of the Gunnison National Monument	285,439



- Colorado's summer tourism market consists of adults who are 25-54 years of age with household incomes of \$30,000 plus and have a family orientation.

Especially useful information on the characteristics of Colorado's pleasure market is contained in a 1985 study completed by The Longwoods Research Group Limited. These highlights are from a report prepared by the Longwoods Group for the Colorado Tourism Board.<sup>4</sup>

The study utilized a segmentation model to present results by each of eight major types of vacations taken. In the 12-month period preceding the study, 4.7 million Americans or 3.9 percent of the U.S. pleasure travel market visited

Colorado. The average visitor spent nearly six vacation nights on each of slightly more than two vacation trips to the State. This consisted of 57.5 million trip nights and 10 million pleasure trips.

Segmented by each of seven trip types, Colorado's vacation participation may be compared with 1985 national averages in Table 1-2.2. When compared to the national average, touring, outdoors, and resort vacations comprise a notably greater portion of Colorado's vacation mix than do other trip types. The second through fifth vacation types shown below strongly relate to natural resource recreation, such as that provided by Public Lands managed by BLM. Next to visiting friends and relatives, these are also the most popular trip types in Colorado's vacation market. Combined, they comprise 59 percent of Colorado's vacation travel market.

Colorado vacation travel is unevenly distributed by season. The

greatest portion of trip nights occurs during the summer (67% from June-September) and winter (19% from December-March), while fall and spring comprise only 6 and 8 percent respectively of all vacation travel. Visiting relatives, touring, and close-to-home trip types are most popular in spring. Most popular summer trip types are touring, visiting friends and relatives, and outdoors. By fall, touring loses out to resort vacations. Winter finds an overwhelming majority of vacation trip types concentrated in Colorado's resorts with visiting friends and relatives comprising almost one-third of all trip types. Most of Colorado BLM's Public Lands are free of snow and accessible to recreationists during all four seasons. Except for the winter sports potential of the San Juan Triangle Special Recreation Management Area near Lake City, Silverton, and Ouray, and in the Kremmling and Gunnison areas, Colorado BLM does play a lesser role in the winter

<sup>4</sup> *Colorado's Opportunities in the U.S. Pleasure Travel Market*, Longwoods Research Group, Ltd., Toronto, Ontario, 1988.

Table 1-2.2

Rank	Trip Types	Vacation Travel (%)	
		Colorado	Nation
1st	<b>Visits to Friends and Relatives —</b> are trips for the primary purpose of spending time with friends or relatives	36	42
2nd	<b>Touring Vacations —</b> are vacations by car or bus or train through areas of scenic beauty, cultural or general interest	25	12
3rd	<b>Outdoors Vacations —</b> are vacations in a natural area where visitors could engage in activities such as camping, fishing, hiking, or rafting	14	11
4th	<b>Close-to-Home Leisure Trips —</b> are close-in trips where visitors could engage in activities such as a beach, lake, or park	10	16
5th	<b>Resort Vacations —</b> are trips to a resort or resort area where a wide variety of activities such as beaches, skiing, golfing, tennis, and so forth are available close by or on the premises	10	8
6th	<b>City Trips —</b> are trips to a city to shop, visit museums, enjoy entertainment, dine, attend plays or concerts, or just stroll around and enjoy	4	8
7th	<b>Theme Park Trips &amp; Special Events —</b> are vacations taken primarily for the purpose of visiting a major theme park, exhibition, or special event such as a football game	1	2

Table 1-2.3

	Spring	Summer	Fall	Winter
Touring	11%(2nd/3rd)	34%(1st)	4%	6%(3rd)
Outdoors	8%	19%(3rd)	10%(2nd)	4%
Close-to-Home	11%(2nd/3rd)	7%	7%	4%
Resort	7%	5%	8%(3rd)	55%(1st)
City	4%	5%	4%	2%
Theme Park/Spec. Event	—	2%	—	—
Visiting Friends & Relatives	59%(1st)	28%(2nd)	67%(1st)	29%(2nd)
Total	100%	100%	100%	100%

tourism market. Colorado's vacation mix across the four seasons is depicted in Table 1-2.3.

When vacationers were asked about motives for taking one of the three types of most popular Colorado vacations within the next 2 years following the 1985 study, they responded as shown in Table 1-2.4. The first four motives listed include things that were most important for all trip types. However, touring vacationers were far more interested in sightseeing than in outdoor sports, and resort vacationers were more interested in entertainment than in seeing beautiful scenery. These data suggest that Colorado BLM needs not only to provide for specific kinds

of recreation activities, but also to target protection of its scenic resources, provide managerial settings that allow people a sense of escape and getting away, and market the unique distinctiveness of BLM recreation as something different from what is provided elsewhere.

The greatest number of 1985 Colorado vacation travelers came from Colorado, the Midwest and California as shown in Table 1-2.5. Besides California, only two other western states are in the top ten, Wyoming and New Mexico. Except for residents, Colorado's greatest vacation travel market is the central and south central states.

The Longwoods report also

Table 1-2.5

1	Colorado	20.7%
2	Texas	10.6%
3	California	8.5%
4	Kansas	8.0%
5	Oklahoma	7.7%
6	Wyoming	5.1%
7	New Mexico	4.8%
8	South Dakota	3.2%
9	Wisconsin	2.4%
10	Louisiana	2.3%

ranked Colorado's 1985 appeal (during the 12-month period preceding the study) for the three major Colorado vacation trip types in terms of competition from other states. This is shown in Table 1-2.6. Colorado ranks fifth among all states nationwide as being the place to go for both touring and outdoors vacations. However, when compared to the eleven western states, where most BLM Public Lands occur, Colorado's importance in the national pleasure travel market ranks second only to California. The importance of Colorado BLM's Public Lands for touring and outdoors vacations is also underscored by the fact that more of these vacationers' trip motives are related to natural resource recreation features than are those of resort vacationers. For summer resort trips, Colorado was outranked by ten other states including two western states, Nevada

Table 1-2.4

	For Touring	For Outdoors	For Resorts
To See the Natural Beauty of the Area to See the Beautiful Scenery	72%	63%	23%
For the Outdoor Sports Amenities to Enjoy Outdoor Activities	8%	49%	54%
To Escape/Relax/Get Away	41%	45%	42%
To Experience Something Different	41%	17%	19%
To Sightsee	30%	9%	8%
For Fun/Enjoyment	18%	—	16%
To Be with Family/Friends	16%	14%	12%
For the Amenities and Entertainment	13%	3%	32%
It's Inexpensive	—	4%	—
For the Good Weather	—	—	2%

Table 1-2.6

For Touring	For Outdoors	For Resorts	
		April-Nov.	Dec.-March
1st-Florida	1st-California	1st-Florida	1st-Florida
2nd-California	2nd-Wisconsin	2nd-S. Carolina	2nd-COLORADO
3rd-Tennessee	3rd-Michigan	3rd-New Jersey	3rd-Nevada
4th-Pennsylvania	4th-Pennsylvania	4th-N. Carolina	4th-California
5th-COLORADO	5th-COLORADO	5th-Hawaii	5th-Hawaii
6th-New York	6th-Minnesota	6th-Nevada	6th-New Jersey
7th-Texas	7th-New York	7th-California	7th-Vermont
8th-Nevada	8th-Texas	8th-New York	8th-New York
9th-Virginia	9th-Ohio	9th-Pennsylvania	9th-S. Carolina
10th-N. Carolina	10th-Washington	10th-Maryland	10th-Virginia



Cross-Country Skiing, San Juan Triangle SRMA

and California. For winter resort trips, Colorado ranks second behind Florida.

Colorado's share of the nation's domestic travel market is 16th

among the 50 states with a 2.1 percent market share, but first in the Rocky Mountain Region, followed by:

2nd: Arizona (1.8 percent)

3rd: Utah (0.8 percent)

4th: New Mexico (0.7 percent)

5th: Idaho (0.4 percent)

6th: Wyoming (0.3 percent)



## Colorado Recreation Tourism on BLM Public Lands

The Colorado Tourism Board's promotional advertising campaigns have reflected the state's national popularity: "Colorado and No Place Else," and "Mountains and Much More." Whether or not people come to Colorado to recreate among this spectacular scenery, the state's outstanding natural resources are always somewhere in the background for all types of tourism recreation. As manager of over 12 percent of the state's area, including Colorado's most diverse Public Lands, BLM has a substantial challenge ahead to provide and market its distinctive multiple-use recreation and become a major outdoor recreation supplier by the year 2000.

Three potential dilemmas may face BLM as it increases cooperative partnerships with the Colorado tourism industry:

1. New public use pressures will be exerted on some already heavily used or fragile places. Heightened interest may bring pressures for greater ease of access and increased levels of development. Increased use and development may compromise the Public Land's distinctiveness or replace established uses and users if not well planned.
2. More visitors will require greater staff time to meet users' information needs and ensure protection of resources being used.
3. Without careful adherence to a marketing plan, resulting character changes to the land and its visitation could also antagonize local citizens by introducing

more people and different lifestyles into local cultures. Although Public Lands belong to all people, the intrusion of nonlocal elements into a community can create problems both for the old and new residents and the agency (e.g., vandalism, theft).<sup>5</sup>

Some established forms of the Public Lands recreation are declining in popularity, while some new leisure time pursuits are increasing. For example, hunting has been decreasing, while boating and all forms of motorized recreation have been increasing. Nonmotorized recreation has also been increasing, including bicycling, horseback riding, running/jogging, backpacking, hiking, and walking for pleasure.

Total 1988 recreation visitation on Public Lands administered by BLM in Colorado is estimated at 3,678,000 visits and 17,315,000 visitor hours. The most concentrated recreation use on Colorado BLM lands occurs in the most well known Special, rather than Extensive Recreation Management Areas (ERMAs). Colorado BLM's Special Recreation Management Areas (SRMAs) comprise about 13 percent of total Public Lands acreage for the state, but receive slightly more than one-half of all visitor use. Special RMAs therefore require more intensive resource, visitor, and facility management. This need for more intensive management is more a function of the kinds of settings in which use occurs than of any particular recreation activity. More specifically, the need is greater in very accessible, high use areas.

Nonetheless, the inherent nature

of a few recreation activities does require more intensive management; these include camping near vehicles, river running, and off-highway vehicle use.

Extensive Recreation Management Areas ERMAs, on the other hand, are far less intensively used; while their use nearly equals that of the Special areas, this use is distributed over an area nearly seven times as large, comprising 87 percent of all the lands BLM manages in Colorado.

Table 1-2.7 from BLM's Recreation Management Information System more graphically illustrates differences in visitor use patterns between Special and Extensive RMAs.

River recreation is a major recreation activity on Colorado's Public Lands having both high intrinsic and economic value to the people of Colorado. BLM lands border most of the state's river segments and provide for rafting, kayaking, canoeing, and fishing. Table 1-2.8 depicts 12 principal river segments and depicts their length in miles. These rivers provide a wide diversity of potential experiences, ranging from primitive to near urban.

Twenty-eight percent of the total number of visits to BLM Public Lands in FY 1988 was directly attributable to activities where motorized travel was primary: off-highway vehicle travel, pleasure driving, and snowmobiling. In addition, OHVs are used in a number of other recreation pursuits but only to support the primary activity (e.g., camping, hunting, fishing).

Colorado residents who used OHVs as a primary activity in 1988 spent an estimated total (excluding taxes) of nearly \$489 million. More specific expenditures follow:<sup>6</sup>

<sup>5</sup> Proceedings, 1985 National Outdoor Recreation Trends Symposium II, Volume I - General Sessions.

<sup>6</sup> Off-Highway Vehicles in Colorado, Estimated Recreational Expenditures (Reed and Haas, Colorado State University, 1989).



Table 1-2.7

Activity	Portion of Total Visitor Hours in Extensive Mgmt. Areas Percent Rank	Portion of Total Visitor Hours in Special Mgmt. Areas Percent Rank	Portion of Total Visitor Hours in All Areas Combined Percent Rank
OHV & Other Motorized Travel	7.2 (2nd)	9.5 (3rd)	16.7 (4th)
Nonmotorized	0.8 (7th)	2.0 (6th)	2.8 (7th)
Camping	6.5 (4th)	13.1 (1st)	19.6 (2nd)
Hunting	24.6 (1st)	7.3 (4th)	31.9 (1st)
Site-Based	2.3 (5th)	1.8 (7th)	4.1 (6th)
Fishing	7.0 (3rd)	10.9 (2nd)	17.8 (3rd)
Boating & Other Water-Based	0.4 (8th)	5.5 (5th)	5.9 (5th)
Winter Sports/ & Snowmobiling	0.9 (6th)	0.3 (8th)	1.1 (8th)
<b>Totals</b>	<b>49.5%*</b>	<b>50.5%*</b>	<b>100.2%*</b>

\*Note: Columns may not total accurately due to rounding errors.

Table 1-2.8

Major Colorado Rivers Popular for Boating on BLM Lands				
Name	Segment Length*	Visits	Commercial Use	
			Permits	\$ Collected
Arkansas River	100	118,000	68	80,408
Dolores River	103	650	31	6,546
Lower Gunnison	41	—	—	—
Gunnison River, Gunnison Gorge	14	1,002	19	6,431
Lake Fork of the Gunnison	36	220	5	575
Rio Grande	40	—	—	—
Ruby Canyon of the Colorado	25	2,000	10	2,000
Upper Colorado River	65	17,493	27	30,377
Upper Yampa River	83	350	2	500
San Miguel	36	—	—	—
Lower Dolores River	70	—	—	—
Eagle River	8	2,400	7	1,700
<b>Totals</b>	<b>621</b>	<b>142,115</b>	<b>169</b>	<b>\$128,537</b>

\* Note: Not all river miles shown are on BLM Public Lands.

- \$341 million was spent by four-wheel drive users (nearly 70 percent of the \$489 million total).
- \$126.5 million was spent to purchase new and used ATVs, four-wheel drive trucks, motorcycles, and snowmobiles for recreational use.
- \$189.4 million was spent for OHV operation and maintenance for recreation use (fuel, repairs, accessories, etc.).
- \$98.9 million was spent for other related items (lodging, food, fuel, etc.).
- \$73.9 million was spent on associated equipment (OHV trailers, tow vehicles, campers, storage sheds, etc.).

Colorado Division of Wildlife (DOW) studies illustrate that the number of people fishing is growing rapidly and suggests an increase of 40 percent by the year 2000 and perhaps a doubling by the year 2025.<sup>7</sup>

By way of contrast, recent trends are down for hunting on Colorado BLM land. The numbers of hunters, however, still makes this a major recreation activity. Research indicates that more than 86 percent of Colorado big game hunters are satisfied, but nearly 22 percent

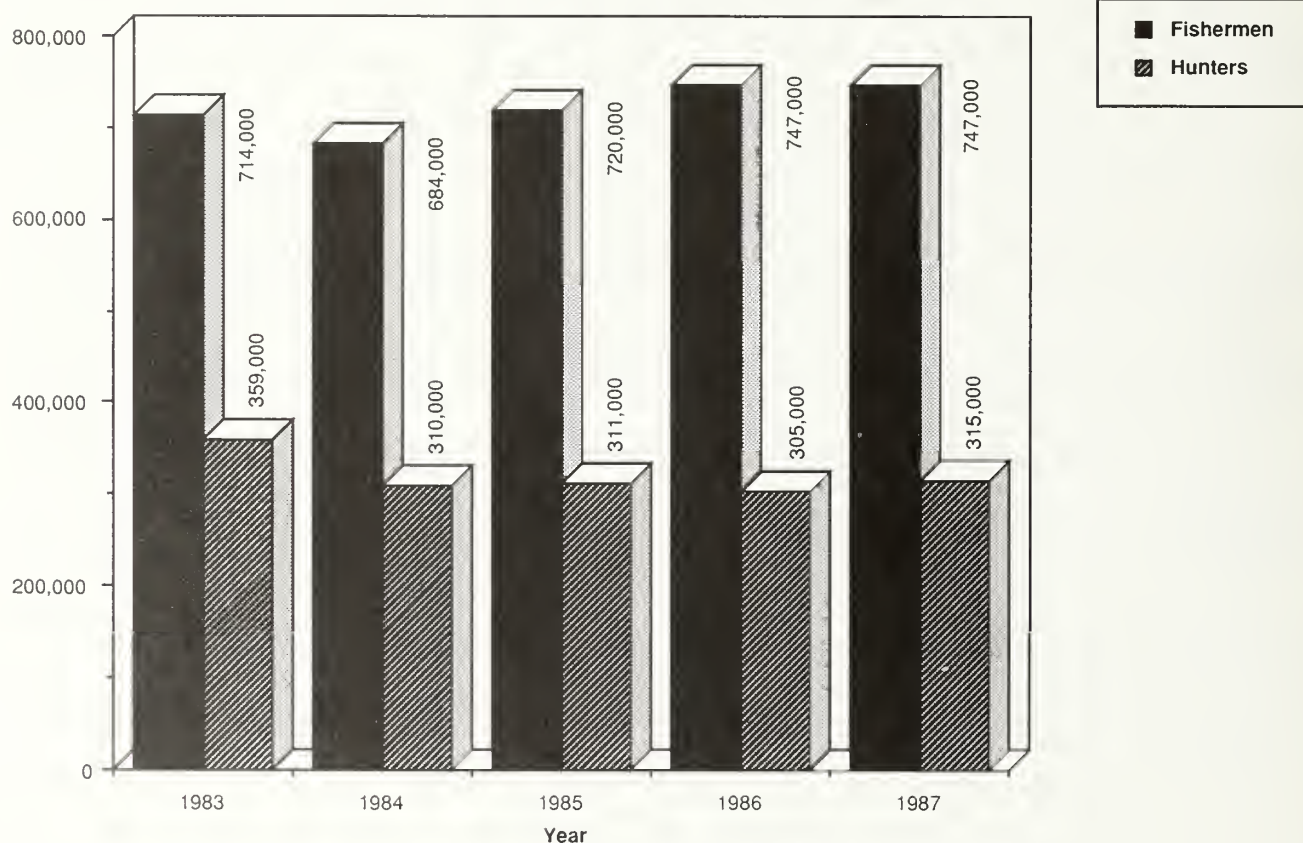
expect their use to decline over the next decade. Nevertheless, one out of every four elk hunters in North America hunts Colorado. Fifty three percent of 1985 big game license revenue was attributable to nonresident deer and elk hunters. At the same time hunting is declining, there has been a marked increase in passive, nonconsumptive wildlife recreation, and there is a rapidly growing interest in watchable wildlife.<sup>8</sup>

Table 1-2.9 illustrates fishing and hunting trends in Colorado.

<sup>7</sup> *Annual Report to the People of Colorado*, Colorado Division of Wildlife Study, 1987, pp. 7-9.

<sup>8</sup> *Wildlife 21*, Colorado Division of Wildlife Study, 1987, p. 2)

Table 1-2.9



# *ROLE OF PUBLIC LANDS RECREATION IN COLORADO*

Colorado's prominence as a major destination recreation state is directly attributable to the superlative nature of its natural resources. Combined with the large portion of the state west of the Front Range under public ownership, these resources make a virtual backyard playground for nearly all residents in the western two-thirds of the state. This combination—an abundance of Public Land and an enormous array of resource environments to enjoy—is what makes Colorado so attractive, both as a place to work and play. In fact, many recent “immigrants” are choosing Colorado as their home because the abundant outdoor recreation resources are considered to be important quality of life factors.

From the eastern High Plains to the desert canyons of the Colorado

Plateau in the west, and from the rolling sagebrush breaks of the Wyoming Basin in the northwest to the 53 snow-capped “fourteeners” along the Continental Divide, Colorado offers a vast array of scenic recreation resources. Thirty-two ski and winter sports areas provide challenging downhill and cross-country skiing. More than a dozen discrete river segments provide a wide range of boating from world class whitewater kayaking and rafting to meandering flatwater canoeing. Hunters and fishermen pursue some of the West's best wildlife recreation, and many appreciate the state's diversity of nongame, watchable wildlife attractions. Hikers, climbers, and spelunkers can experience the challenge of remote landscapes while sightseers

and off-highway vehicle enthusiasts alike can explore remote and little known areas of Colorado's Public Lands on a multitude of routes.

Responsibility for meeting these public outdoor recreation demands for leisure activities is shared among several land managing agencies. Each provider's role is a function both of its own distinctive charter and of the specific lands it manages. In terms of agency mandates, some providers are focused primarily on single-use management, while others are charged with accommodating a wide variety of land uses. There is an equally great diversity of land resources. Some areas are geographically small and rather homogeneous. Others are large and very different.

### **One of Several Natural Resource Recreation Providers**

Colorado has at least six Federal or State natural resource managers which play a significant role in serving the outdoor recreation needs of Colorado and its visitors. Combined, these entities manage over 24 million acres of Public Land, more than a third of the entire state (36.3 percent). Similarities and differences may be portrayed graphically

### **BLM's Present Role**

both by mandates and by the kinds of resources managed (see Table 1-3.1).

Of these six agencies, four emphasize single use — two of these are principally wildlife related and two emphasize single-use parks management. Both the Colorado Division of Wildlife and the U.S. Fish and Wildlife Service manage their lands primarily to promote wildlife species and their habitat and to promote public understanding and enjoyment thereof. The Colorado Division of Parks and Outdoor Recreation (DPOR) and the National

Park Service are both focused on providing parks for people. Most DPOR areas are associated with manmade reservoirs, whereas NPS is focused on preserving some of the state's and nation's most spectacular natural treasures and on making them available for public use and enjoyment.

Only the remaining two agencies have a multiple-use mandate. Both the USDA Forest Service and Bureau of Land Management provide recreation as one among several uses in the public interest.



Table 1-3.1

Kinds of Areas Managed	General Agency Mandates and Types of Recreation Managed					
	Single Use				Multiple Resources	
	Wildlife Recreation		Parks Recreation		Multiple Use Recreation	
Smaller, Less Diverse Areas	Colorado Division of Wildlife	U.S. Fish and Wildlife Service	Colorado Division of Parks and Outdoor Recreation			
Larger, More Diverse Areas				National Park Service	USDA Forest Service	Bureau of Land Management

Still there are substantial differences in the kinds of recreation available on National Forests and on BLM's Public Lands.

#### Colorado Division of Wildlife

Under the banner, "To perpetuate the fish and wildlife resources of Colorado and to provide the opportunity for the people to enjoy them," the Division manages 485,000 acres of land (0.7 percent of the state), consisting of 223 State Wildlife Areas. This also includes leases on several miles of streams and rivers for public fishing. More than 3 million people annually enjoy wildlife in Colorado by hunting, fishing, and viewing watchable wildlife.

#### U.S. Fish and Wildlife Service

The Service is concerned with protection and preservation of fish and wildlife and their habitats. It administers 55,574 acres in Colorado (0.1 percent of the state) to encourage people to "Take pride in America's fish and wildlife." These lands comprise a system of National Wildlife Refuges, National Fish Hatcheries, and Research Stations.

#### Colorado Division of Parks and Outdoor Recreation

Under the Division's logo, "Colorado at its best," Colorado's state park system accommodates over 7 million annual visits on 179,246 acres (0.3 percent of the state) consisting of 35 State Parks and State Recreation Areas. These are characterized by intensive recreation facility developments to accommodate commensurate intensive visitor use volumes. The agency also administers statewide programs for snowmobiling, boating, trails, and natural areas.

#### National Park Service

To "Love them, protect and preserve them," is the Service's goal for management of Colorado's three National Parks and seven National Monuments and other sites. These 589,343 acres of Public Land (0.9 percent of the state) receive over 6 million visits annually. Colorado's Parks and Monuments are characteristic of the national system. They provide for very intensive use along principal roadways and accompanying heavy foot and horseback trails use, to special attractions off these main routes.

#### USDA Forest Service

"Caring for the Land and Serving the People," is what the Forest Service does on 14,300,000 acres (21.7 percent of the state) in 11 National Forests and 2 National Grasslands. This provides in excess of 8,000 miles of trails, 8,388 campsites, and most of the state's ski and wilderness areas. This is a "land of many uses" including water, forage, wildlife habitat, wood, minerals, wilderness and recreation. The most dominant or noticeable types of recreation activities provided by the forests are downhill and cross-country skiing, hunting and fishing, OHV and pleasure driving, and developed site camping and picnicking. Visitor use patterns are both concentrated — at developed sites and winter sports facilities, and dispersed — throughout the remainder of the forests.

#### Bureau of Land Management

"Public Lands USA: Use-Share-Appreciate" is BLM's motto. The term "Public Lands" sometimes confuses BLM managed lands with Forest Service, National Park Service, and U.S. Fish and Wildlife Service managed public lands. Once



thought of as only “leftover” lands from the original public domain, these are now increasingly recognized as the place to go to get away from it all. Managed by 11 Resource Area Offices, there are 8,359,500 acres of BLM lands, 12.6 percent of the state, consisting of the most diverse public lands in Colorado. They bear the indelible marks of America’s rich natural and cultural heritage. Their extremely varied, multiple-use character significantly contributes to the richness of Colorado’s natural resource recreation base.

### **A Unique Recreation Provider**

What can BLM provide that no one else can? In a word, “diversity” — not just varied kinds of things to do, but real contrasts in the land itself. Physiographically, biologically, culturally, and administratively, these lands are unique.

Colorado’s remaining public domain managed by BLM includes both the alpine and mountain environments which are represented by

the national forests. In addition, rolling sagebrush covered wide-open spaces of the Wyoming Basin and the pinyon-juniper canyons and mesas of the Colorado Plateau physiographic provinces are well represented on Colorado’s public domain lands.

Biologically, BLM managed Public Lands are also extremely different. For example, Colorado’s Wilderness Study Areas (WSAs) contain fourteen different ecosystem types while the USDA Forest Service and National Park Service wilderness areas contain only four and three ecosystem types, respectively. This great variety is related both to wide elevational differences and varying physiographic landforms exhibited by Colorado’s Public Lands.

The Public Lands are also extremely diverse culturally. Whereas forests at the higher elevations largely contain remnants of only seasonal inhabitation, Public Lands at the lower elevations were occupied year-round and contain more abundant historic and prehistoric cultural artifacts. In addition, BLM Public Lands contain numerous

historic structures resulting from failed homestead attempts, old mining structures, and other pioneering ventures. They are visible reminders of a nation’s westward expansion and settlement.

Administrative programs of the old General Land Office, whose functions BLM has inherited, contributed to this cultural landscape diversity. There is a growing interest among tourism operators in the human-interest values of the “Real American West,” and these lands hold many illustrations of how it came to be, how it was used in the past, and its value for today’s visitors. More specifically, these lands illustrate how pioneers explored their mineral potentials, how the old Grazing Service came into existence, how people once homesteaded the West, and how the cadastral surveying and mapping of pioneer territory was accomplished. Public understanding of the cultural heritage on these lands is an important key to helping them better appreciate and more wisely use them.



Don Bruns

*Bicycle Motocross in Grand Junction ERMA*

## BLM's Future Role

### A Dual Role

In terms of total acres, most of the Public Lands managed by Colorado BLM continue to provide wide-open spaces where people can get away from it all. BLM wants to ensure that hunters, fishermen, campers, and off-highway vehicle users, for example, can continue escaping to these Extensive Recreation Management Areas ERMAs to get away from crowds, use limits, and special regulations. At the same time, the limited number of other more heavily-used Special Recreation Management Areas SRMAs provide more highly-valued recreation and require more intensive management to ensure their continued availability.

BLM has an equally important role to play in managing both kinds of areas. Their role in ERMAs is to protect people's freedom to choose where to go and what to do with minimal regulatory constraints. Also, overt management in these areas by BLM will be minimal, focused primarily on stewardship. The goal is to avoid compromising the land's uniquely varied, multiple-use management setting and its characteristic wide-open spaces.

BLM's role in SRMAs is to become more responsive to both visitors and the land. These areas require intensive management actions to protect these more visible and more popular resources, to respond to public information and other visitor needs, and to provide facilities to help maintain the resource base and help accommodate public use of the areas.

### A Changing Role

Being a latecomer to the tourism market and, until recently, remaining

out of the public eye has contributed to BLM's historic limited capability to respond to public recreation demand. Colorado BLM will advance a "resource dependent" tourism policy which is tailored around the uniqueness of its natural, scenic, and cultural heritage, including the land and agency's history. BLM will respond to unleash the potential for visitors to have life experiences they have never known before, involving a greater kinship with the land, a greater interest in it, and a growing sense of commitment to its continued quality.

This means that BLM will be more responsive to the motives people have for coming to the Public Lands. Public Lands recreation management will consider users' desires to expand their perspectives or to be in comfortable surroundings, to help alleviate built-up stress or to experience greater risk and challenge, and to preserve the individual's choice to recreate in areas relatively free of management controls and to recreate in areas where management provides a greater degree of personal security. BLM will continue to find ways of enhancing visitors' quality of life, society, and sense of value in changing their community and environment.

First of all, this commitment to be more responsive to what visitors really want requires that efforts for inventorying and analyzing user preferences be at least equal to those for inventorying and classifying the recreation resource base itself. Knowledge of this user opinion must then be translated into actual on-the-ground recreation activities and settings needed to make it possible for people to achieve the goals that motivated them to come to the Public Lands.

But there must also be an equal and opposite emphasis. If BLM is to preserve those resources unique to it and which are most highly valued, it must refuse to try satisfying public expectations for other experiences unrelated to the distinguishing physical, scenic, and cultural character of their Public Lands heritage. Were that to occur, BLM would violate its own stewardship pledge, and the resulting change in the land would destroy the public's opportunity for the very things which draw them. All of this requires a commitment to carefully market use and limit it, if necessary, to protect the underlying resource-dependent physical base. It also means taking special measures to interpret multiple-use management to give visitors a double perspective of viewing the Public Lands not only as an important source of quality recreation opportunities, but also as an important provider of the goods on which they depend for their daily lives.

In no case will BLM allow the unique natural, scenic, and cultural character of these lands to be compromised, either on its own initiative or by too much or inappropriate kinds of recreation use, the private sector, local government, or other agency initiatives. Maintenance of the integrity, uniqueness, and special attractiveness of these lands for the public to use and enjoy will be the agency's highest recreation management priority.

Where BLM is not the major and controlling land manager, when administrative efficiencies can be realized through cooperating with others, or when opportunities arise to generate matching funding from the private sector or local governments (e.g., BLM's Challenge Cost Share Program), partnerships will be sought. In all such partnerships, wherever the Public Lands managed

by BLM constitute a majority of the acreage involved, BLM will retain its current role as the recreation manager of these lands. The

exception will only occur on those areas where, due to a scattered land ownership pattern, BLM does not have controlling authority over the

lands in question (e.g., Arkansas River corridor).





### RECREATION RESOURCES ON PUBLIC LANDS IN COLORADO

The Colorado BLM Public Lands provide an unparalleled diversity of environments and opportunities for outdoor recreation. From the red rock canyons of the Dolores River to the wide open sagebrush in northwest Colorado, from 14,000-foot peaks to the mesas and canyons of the Anasazi, no other lands present so wide an array as the Colorado outdoors. Colorado BLM

lands also provide opportunities to fish remote streams, camp alone in the open sagebrush like the pioneers, and sightsee lands whose character represents the true West.

Most of Colorado's big game hunting and wildlife viewing occur on Public Lands. For example, the Public Lands in northwest Colorado provide the best antelope hunting in the state. Also, many of the higher

Public Lands areas, such as the Powderhorn Primitive Area, the Castle Rock Wilderness Study Area, and thousands of acres in the Gunnison and Kremmling Resource Areas provide quality elk and deer hunting and general wildlife viewing.

The national and statewide importance of these lands has increased. With overcrowding of



*Rafting in the Arkansas Headwaters Recreation Area, Arkansas River SRMA*

national parks and forests, the public has begun to search out the lesser known and used areas of the Public Lands. Coverage in nationwide magazines such as *Backpacker* has highlighted areas such as the Gunnison Gorge and the arches of Rattlesnake Canyon. A recent booklet published in Colorado, entitled *Finding Freedom: A Guide to Colorado's Unknown Wildlands*, provides information and directions for 46 of the 60 Wilderness Study Areas. Approximately 10 percent of the Public Lands in Colorado, or 800,000 acres, are identified as suitable for wilderness designation (see Appendix D map insert).

The significance of these re-

sources is further illustrated by the desire of other agencies to assume recreation management of the Public Lands or to affect their transfer. During 1988 and 1989, four National Park Service expansion studies involving Public Lands were in progress. These included a study of Colorado National Monument and adjacent BLM Ruby and Black Ridge Canyon Special Recreation Management Areas, Black Canyon of the Gunnison National Monument and the adjacent BLM Gunnison Gorge Recreation Lands Special Recreation Management Area, a proposed Anasazi National Park or Monument involving Public Lands and associated archaeological areas

in southwest Colorado, and the Georgetown Historic Park proposed along the I-70 corridor.

This overview provides the framework for presenting and understanding the issues and challenges facing Colorado BLM. However, such a summary of the available resources and activities provides only a glimpse of the varied opportunities for outdoor recreation on these lands. A statewide overview by resource or activity type follows. Detailed descriptions of each individual Recreation Management Area are included in Part II of this report.

## Developed Recreation Sites

Although varied and spectacular resources and settings are the main attraction of BLM lands, limited

facilities have been provided to enhance public safety and accommodate the public in heavy use areas.

These are listed in tabular form in Table 1-4.1.

### The Rivers

#### Arkansas River

The rivers traversing Public Lands in Colorado present one of the best illustrations of the diversity of environments and opportunities. They range from Class IV-V rapids on the Arkansas and Dolores Rivers to canoeable waters on the Yampa and Lower Colorado in Ruby Canyon.

Opportunities for exciting family day or overnight trips on the heavily used Arkansas and Upper Colorado are supplemented by possibilities for week-long primitive trips on the Dolores, or one or more days on the remote Gunnison Gorge, where boats must be carried by horse or man-handled down a steep and narrow mile-long trail. Environments range from alpine vistas from the Lake Fork of the Gunnison, to canyon country on the Dolores and Lower Colorado.

This national whitewater resource lies within 1 to 3 hours of the state's 2 million-plus Front Range urban residents. Outstanding kayaking and whitewater rafting, primarily for day trips, including rapids up through Class IV, occur throughout the 80-mile long segment. Also a blue ribbon trout fishery, the river is easily accessible from U.S. Highways 50 and 24, which are primary tourism routes. Still, much river frontage is privately owned and cannot be used unless permission is obtained. Total recreation use exceeds one-half million visits annually, with about 40 percent consisting of nonresidents. The Fisherman's Bridge and Hecla Junction Recreation Sites are available for launching and taking off from the upper Brown's Canyon

segment. The Five Points Recreation Site is a popular day-use roadside stop along U.S. Highway 50.

The river is currently managed under a Colorado Division of Parks and Outdoor Recreation and BLM cooperative partnership as the Arkansas Headwaters Recreation Area.

#### Upper Colorado River

This important river resource also lies within a 2-hour drive of the state's metropolitan Front Range areas. Up to Class V whitewater (in Gore Canyon) provides expert to intermediate river floating for rafts, kayaks, and open canoes (only experienced canoeists). This 74-mile segment of the Colorado River provides mostly 1- and 2-day trips. The Pumphouse Recreation Site is the major put-in site and is the only

Table 1-4.1

## DEVELOPED RECREATION SITES

Districts	Recreation Site Name	No. Camping/ Picnicking Units		No. Useable By:	Design Capacity (Persons at One Time)	Drinking Water	Other Water	Tables	Grills or Fire Rings	Toilets	Garbage Cans	Associated Activities in the Immediate Vicinity	Other Limitations and Restrictions						
		Single Family	Group										Tents/Campers/Trailers	Tents Only	Camping and/or Parking in Designated Areas Only	Pack Out Trash	14-Day Limit	No Camping Allowed	Boat Launching or Take-Out
Craig	1. Pumphouse	14	2	4	10	84	Yes	Yes	14	Fire Rings	5	No	Fishing/River Running/ Hiking/Hunting	X	X	X	X		X
	2. Radium	3	-	-	-	50	No	Yes	3	Fire Rings	2	No	Fishing/River Running/ Hiking/Hunting	X	X	X	X		
	3. Yarmony	-	-	-	-	20	No	No	-	Neither	4	No	Fishing/River Running/ Hiking	X	X	X	X		
	4. Bishop a/	3	-	3	-	18	No	No	1	Fire Rings	1	No	Hunting/Hiking/ Sightseeing	X	X				
	5. Rocky Reservoir a/	3	-	3	-	18	No	No	1	Fire Rings	1	No	Hunting/Hiking/ Sightseeing	X	X				
	6. Calloway a/	3	-	3	-	18	No	No	1	Fire Rings	1	No	Hunting/Hiking/ Sightseeing	X	X				
	7. Irish Canyon	3	-	3	-	18	No	No	3	Fire Rings	1	No	Hunting/Hiking/Sightseeing	X	X				
Grand Junction	8. Mud Springs	9	1	6	4	62	Yes	No	10	Both	2	No	Sightseeing	X	X				
	9. Miracle Rock	3	1	-	4	26	No	No	4	Grills	1	No	Hiking Trail	X	X				
	10. Big Dominguez	9	-	-	9	54	No	Yes	9	Both	2	No	Fishing/Hiking	X	X				
	11. Gypsum	16	2	16	2	112	No	Yes	18	Grills	3	Yes	Fishing/River Running	X		X			
	12. Catamount Bridge	-	-	-	-	50	No	Yes	-	Neither	1	No	Fishing/River Running		X	X			
	13. Wolcott	-	-	-	-	30	No	No	-	Fire Rings	1	No	Fishing/River Running/				X		
	14. Red Bridge	5	-	5	-	30	No	Yes	5	Both	1	No	Fishing	X	X		X		
Montrose	15. Mill Creek	22	-	22	-	132	Yes	Yes	22	Both	2	Yes	Fishing	X	X			X	
	16. Cebolla Creek	3	-	2	1	18	No	Yes	3	Both	1	No	Fishing	X	X	X			
	17. Gunnison Forks	-	-	-	-	49	No	Yes	-	Neither	1	No	River Running/Fishing	X	X	X	X		
	18. Escalante Ruins	6*	-	-	*	36	No	No	6	Neither	1	Yes	Interpretation/Trails/ Sightseeing	X			X		
	19. Dolores River Overlook	5*	-	-	*	30	No	No	5	Fire Rings	1	Yes	Overlook/Sightseeing	X			X		
	20. Lowry Pueblo	5*	-	-	*	30	No	No	5	Fire Rings	1	Yes	Interpretation	X			X		
	Ruins																		
Canon City	21. Five Points	11	-	-	-	66	Yes	Yes	11	Grills	2	Yes	Fishing/River Running/ Sightseeing	X	X	X	b/		
	22. Hecla Junction	4	-	-	4	50	No	Yes	3	Grills	2	No	Fishing/River Running	X	X		X		
	23. Fisherman's Bridge	-	-	-	-	18	No	Yes	-	Neither	1	No	Fishing/River Running	X		X	X		
	24. DeWeese Reservoir	8	-	5	3	80	Yes	Yes	15	Both	2	Yes	Fishing/Boating/Hiking	X	X		X		
	25. Blanca	-	-	-	-	-	No	No	-	Neither	3	Yes	Hunting/Fishing/ Wildlife Viewing	X			X		

Footnotes: a/ primitive sites; b/ no boat launching allowed; \* walk-in picnicking only.



developed campground on this segment of the river; the Radium Site is scheduled for facility development in 1991. Coloradans comprise only about one-half of the river's recreation visitors.

## Upper Yampa River

Flowing 83 miles from Craig to Dinosaur National Monument, the Yampa provides some of the most notable scenic flatwater canoeing in the region. Only recently has boating of this river begun to rapidly increase. It also provides excellent viewing opportunities for waterfowl during the spring runoff.

## Gunnison River

Designated formally as Gunnison Gorge Recreation Lands in 1972, this scenic river gorge has been studied for inclusion within the National Wild and Scenic Rivers Preservation System and was determined to be eligible in 1979. This isolated resource also exhibits a 20,000-acre Wilderness Study Area. Outstanding primitive river running as well as gold medal and wild trout fishing are offered to visitors either privately or through the services of commercial river guides and outfitters in this unroaded remote

area. No motorized access is provided to the river. Instead, four hiking trails provide access into the gorge. Presently the area is proposed by BLM for Congressional designation as a National Conservation Area.

## Ruby Canyon-Black Ridge

The Black Ridge area includes two Wilderness Study Areas totaling 72,000 acres which contain the largest concentration of natural arches in Colorado. Seven major wild canyon systems drain into the 26-mile-long Ruby Canyon segment of the Colorado River. On the north, the river provides boat access to the mouths of these canyons, while upland areas above the canyons are four-wheel drive accessible from the south. This is one of a few easy canoeing river segments in the western half of the state. This segment, along with the adjacent Westwater Canyon in Utah, has been recommended to the President by the Department of the Interior for inclusion into the National Wild and Scenic Rivers Preservation System and will be considered by Congress. The area is a short distance from the western slope's largest community, Grand Junction. BLM is also

proposing that this area be Congressionally designated as a National Conservation Area.

## Dolores River

Providing multiple-day trips through verdant evergreen forests and echoing red-walled canyons, this area also includes a 26,000-acre Wilderness Study Area. This river includes challenging whitewater ranging from Class V in its upper reaches to placid meandering flatwater in the lower canyon segments. Lying immediately downstream from the newly developed McPhee Reservoir, which is a flatwater recreation complex, outstanding tailwaters trout fisheries are developing along the upper segment. Portions of the 105-mile river segment have been recommended to Congress by the President for inclusion into the National Wild and Scenic Rivers Preservation System.

## Other Rivers

Other rivers such as the Rio Grande, Eagle, San Miguel, Lower Gunnison, and Lake Fork of the Gunnison also contribute to the diversity of opportunities available on the Public Lands in Colorado.

## Back-Country Areas

Some of the finest and most remote back country in Colorado is on the BLM Public Lands. Opportunities for wilderness hiking and camping can best be found within the 60 Wilderness Study Areas (WSAs), several of which are recommended by the agency for wilderness designation by Congress. By definition, these areas are roadless, 5,000 acres or more in size or adjoin other agency areas of that size, and provide outstanding opportunities for primitive recreation and solitude.

The diversity of these areas is illustrated by the fact that they represent 14 different ecosystems while Forest Service and NPS wilderness areas currently represent only five and four, respectively. A brief description of a few of the major ones, again, provides only a sampling of the opportunities found in all 60 areas. Some of the most spectacular have already been described briefly because they adjoin or encompass river segments along the Dolores River (Dolores Canyon

WSA), Gunnison River (Gunnison Gorge WSA), and Ruby Canyon of the Colorado (Black Ridge Canyons and Black Ridge Canyons West WSAs).<sup>9</sup>

## Powderhorn

This area encompasses one of the largest, least disturbed, and

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<sup>9</sup> See the Appendix D map insert for a listing of all WSAs.





*American Basin on the west side of Handies Peak WSA*

relatively flat alpine tundra areas in the contiguous United States. Designated as Powderhorn Primitive Area in 1973, this 43,000-acre Wilderness Study Area includes a large elk breeding ground and peripheral usage by Rocky Mountain bighorn sheep. A system of trails originating at three separate trail-heads provides nonmotorized access into good hunting and fishing opportunities through the area. A central and most heavily used focal point for hikers, fishermen, and hunters is Powderhorn Lakes.

### **Dominguez Canyon**

The colorful canyons of Big and Little Dominguez Canyons, with their riparian cottonwood groves,

year-round streams, and waterfalls, are the focus of this area. These canyon areas provide excellent opportunities for isolation; the area includes a large 76,000-acre Wilderness Study Area. Several motorized access routes exist to the upper canyon areas. The only access provided to the lower end of the area at Big Dominguez Canyon is by boat via the Gunnison River or by trail from the north canyon rim. The Bridgeport bridge was closed to public access early in 1986 for safety.

### **Redcloud and Handies Peaks**

These are spectacular alpine Wilderness Study Areas comprising

48,900 acres and containing three 14,000-foot peaks — Redcloud, Sunshine, and Handies Peaks — which are popular summer climbs. Other features include alpine meadows, spectacular aspen groves, rushing streams, and mountain lakes, such as Cooper Lake, Sloan Lake, and Grizzly Lake. They also provide the spectacular views for some of the most popular four-wheel drive routes in Colorado described below.

### **Beaver Creek**

Lying within a short drive from Colorado Springs, this 26,000-acre Wilderness Study Area provides a spectacular setting for the adventurous Front Range hiker interested in a little known area with few trails. But

the hardy hiker will be rewarded with streams, waterfalls, and rugged mountain scenery, and perhaps glimpses of mountain lion, for which the area is also known.

## Bull Canyon, Willow Creek, and Skull Creek WSAs

In remote northwest Colorado, 80 miles west of Craig, these three

WSAs are separated only by the Dinosaur National Monument access road. Totalling 39,000 acres, they offer unparalleled opportunities for solitude in trailless box canyons and maze-like rock formations.

## Scenic Drives

Colorado BLM, working cooperatively with the Colorado Scenic and Historic Byways Commission, approved two National Back Country Byways in 1989. Along with three USDA Forest Service byways, the Alpine Loop and Gold Belt Tour are Colorado's first scenic byways to be approved by the Commission.

Hundreds of miles of additional backroads for scenic driving can be found throughout Colorado Public Lands, providing opportunities for both four-wheel drive and sedan travel.

### Alpine Loop

Although a primitive loop road connecting the communities of Lake City, Ouray, and Silverton is the primary facility, this spectacular alpine environment provides a full spectrum of recreation — from Back-Country to Highway or Rural settings. The road remains from historic mining activity which still provides picturesque remnants from early mineral exploration. Nearly 100,000 four-wheel drive and other off-highway vehicle enthusiasts visit this area annually. Visits were recorded in 1984 from 38 of the 48 contiguous states. In addition, five hiking trails provide access to more remote areas, including three of Colorado's 14,000-foot peaks. Roadless areas within this unit comprise three major Wilderness Study Areas that total in excess of



Don Bruns

Gold Belt Tour National Back Country Byway



64,000 acres, two of which are described above (Redcloud and Handies Peak WSAs).

## **Gold Belt Tour**

The primary recreation attraction in this rugged setting of Colo-

rado's historic mining country is an improved road that follows an old railroad grade descending into Phantom Canyon. Primary activities within the canyon itself are sightseeing, picnicking, and driving. Lying adjacent to this heavily used area is the Beaver Creek WSA described

above. Two other legs of the tour — the Shelf and High Park Roads — add to this area's diversity. They provide access to the nationally significant Garden Park fossil area and to the Shelf Road rock climbing area.

## **OHV Areas**

### **Grand Valley**

Immediately adjacent to the city of Grand Junction is an extensive badlands and pinon-juniper landscape providing a virtually unlimited backyard playground. While similar desert environments in the area are closed to public use, this area provides diverse year-round day-use, "free zone" or largely free-form activities, and is a nationally known quality OHV area.

### **North Sand Hills**

Lying on the eastern edge of North Park, this small, isolated area is the only one of three cold climate sand dunes in Colorado open to off-highway vehicle use. The area's primary attraction is its semiactive dunes which are particularly suited for use as an off-highway play area. Although no facilities are available, undeveloped camping occurs in wooded aspen groves adjacent to the dunes.

### **Sand Wash**

Occupying an expansive area of rolling and heavily dissected rangeland in Northwestern Colorado, the Sand Wash area is a popular OHV use area. It has also been used as the site of the Colorado 300 four wheel race and the "Hare and Hound" motorcycle race. Its large size and diversity of driving environments are its greatest attractions.

## **Cultural and Historic Areas**

### **Anasazi Area of Critical Environmental Concern**

Colorado BLM's wide range of cultural and historic areas lend themselves to recreation use. Foremost is the Anasazi cultural area located near Dolores, Colorado. Its focal point is the Anasazi Heritage Center (AHC), BLM's only museum, and there are interpretive trails leading to a stabilized archaeological site where visitors can learn about the past. The museum has a visitor area with interpretive displays. At least 40,000 visitors a year are expected at the Center.

This area also includes the Lowry Ruins National Historic Landmark near Cortez, Colorado. Visitors can view prehistoric ruins that have been stabilized and interpreted. Picnic benches and a

parking lot are provided to help accommodate visitors.

### **Canyon Pintado**

Other areas that are used for recreation include the Canyon Pintado Historic District located south of Rangely, Colorado. A wealth of petroglyphs are examined by visitors each year.

### **San Juan Triangle**

A major thrust in the next several years is occurring in the San Juan Triangle. Here a Cultural Resource Management Plan (CRMP) is being written to help develop and interpret the numerous historic mining resources in the region. Tourism is a mainstay of this area and the development of interpretive

brochures, signing, and restoration of historic buildings will help enhance the visitor's experience. The "Loop Road" provides scenic views, historic sites, and an "off-road" experience for thousands of tourists each year (see also the Scenic Drive section of this narrative).

### **Gold Belt Complex**

The Canon City area has major historic resources in the Phantom Canyon region. The road is an historic rail grade that has considerable interpretive potential. There are numerous remnants of historic Colorado mining country and other historic sites along the right-of-way and thousands of tourists travel this historic corridor each year (see also the Scenic Drive section of this narrative).



*Escalante Ruins, Anasazi SRMA*

## Paleontological Areas

### Rabbit Valley

Colorado is the home of some of the most important paleontological sites in the world. BLM manages several world class dinosaur areas. In particular, Rabbit Valley Research Natural Area (RNA), located near Grand Junction, Colorado, provides visitors with a mile-long "Trail through Time" where dinosaur bones can be viewed. An interpretive

brochure guides visitors around the site. This site is operated cooperatively by BLM and the Museum of Western Colorado.

### Garden Park

Near Canon City, Colorado, the Garden Park Fossil Research Natural Area (RNA) offers the potential of extensive visitor use. This site, in use since 1877, has produced most of

the dinosaur types known throughout the world. The Garden Park area, while not yet developed for visitor use, has been identified as having great potential for tourism. It is currently being used for scientific purposes. However, local interest in tourism gives this area high potential for development (see also the Scenic Drive section of this narrative).





Dennis Zachman

*Exposed rib of Camarasaurus, Garden Park, Gold Belt SRMA*



# PROGRAM ISSUES CHALLENGING BLM AND OPPORTUNITIES TO MEET THE NEEDS

This section is organized by nine major challenge areas, with a corresponding series of recreation management issues and objectives — identified as opportunities to meet those challenges — under each. These nine challenge areas are listed in BLM's Bureauwide Recreation 2000 Strategy and Implementation Plan. These challenges outline specific areas that need to be addressed in order to respond to an overall challenge relating to program emphasis:

"The public has an inaccurate perception of the Bureau of Land Management and its role in providing recreation opportunities."

The issues and objectives listed in this report under each challenge are specific to Colorado BLM. Implementing actions to put these objectives into effect are discussed in this chapter of the report. The nine challenge areas are as follows:

1. Marketing Strategy
2. Visitor Information and Interpretation
3. Resource Protection and Monitoring
4. Land Ownership and Access Adjustment
5. Partnerships
6. Tourism Programs
7. Volunteers
8. Facilities
9. Permits, Fees, and Concessions

## Challenge 1 — *Marketing Strategy*

### Issues

Few public visitors are aware of the many and varied kinds of recreation opportunities on BLM Public Lands. One of Colorado BLM's primary tasks is to inform both in-state and out-of-state visitors about the rich variety of natural resource recreation available on the public domain. One need is to provide definitive information about available recreation opportunities so the public will be able to make more informed choices in selecting where to go and what to do.

At the same time, BLM needs to ensure that its marketing plan considers inherent physical and social characteristics so as not to attract too much use in areas having

sensitive resources where use capacities are already attained. This could create resource deterioration, visitor safety problems, and user conflicts. A well directed, comprehensive marketing strategy is essential both to maximize public potentials for enjoyment of the tremendous diversity of Public Lands recreation and to maintain its highly valued character over time.

Colorado BLM needs to make difficult choices about what it realistically can accomplish, particularly in the first few years of implementing Recreation 2000. The agency will not be able to satisfy all public and user group demands. This means that they must convey to everyone a realistic expectation about BLM's unique mission in

providing multiple-use recreation in Colorado.

The agency needs to clearly describe its "product" and define its special and distinctive qualities. Diversity is the cornerstone of BLM recreation, but it is a difficult concept to package and communicate. Without careful definition, this message could further complicate BLM's lack of image among all publics. Colorado BLM must picture the distinctiveness of its many different kinds of multiple-use lands and market them accordingly.

A major issue for BLM is its public perception. Many still view it principally as a commodity production agency geared to the agency's historical roots—particularly lands, minerals, and grazing. This has put



the agency in close touch with industry, but it is often a stranger to many other publics, both nationally and here in Colorado.

For Colorado BLM's recreation strategy to succeed, these more specific issues must be considered:

- During the first few years of Recreation 2000 implementation, BLM will have to provide a more limited "product line" than will be possible later. That is, until this strategy is fully implemented, the initial variety of recreation and the number of areas on which it is provided will be less than representative of what actually exists on BLM lands. The more narrow program focus during initial years of implementation will require BLM to concentrate their efforts on the more "marketable products." This means BLM will concentrate on the kinds of activities and settings in greatest public demand or having the greatest public interest in order to promote better visibility for these lands and the agency as a responsible and capable provider.
- This marketing strategy involves three primary considerations:
  - Better communicating the unique role of Public Lands in meeting Colorado outdoor recreation needs.
  - Building and strengthening partnership constituencies here in Colorado, and throughout the West.
  - Internal commitment among BLM itself, across all multiple-use programs, to the Administration's budget, to the Director's

Recreation 2000 initiative, and to this Colorado recreation strategy.

- BLM needs to convince both the public and themselves that recreation resources of the Public Lands are indeed fragile, but important.
- There is a need to demonstrate

accountability to the public, BLM itself, and the Congress for wise and efficient expenditure of presently available funding that is in line with the direction of this strategy. BLM also needs to ensure integrity in the process so that what it plans and promises to the public happens on the ground.



Erie Finstick

Natural Arch in Rattlesnake Canyon, Ruby Canyon-Black Ridge SRMA

- BLM needs to improve its budget processes so that it accurately identifies real recreation program needs and accomplishments.

## **Opportunities/ Management Objectives**

- Develop a marketing plan which separately considers concentrated and dispersed use areas; national, regional, and statewide publics; and Colorado BLM's own diverse "product line." The plan will make hard choices about what will be provided first, postponed, and forgone.
- Develop information materials for key publics conveying the varied, multiple-use character of Public Lands recreation opportunities in Colorado.
- Develop and distribute brochures about specific recreation opportunities to help visitors make more informed recreation choices consistent with what they really want.
- Market the most visible and highly-valued Public Lands recreation opportunities first to gain immediate recogni-

tion of the diverse, multiple use character of public domain recreation and of Colorado BLM as a major recreation provider.

- Present Colorado BLM as a serious recreation provider. The long-standing public perception of Colorado BLM as a custodial, commodity production agency needs to be corrected.
- Improve the accuracy of BLM's recreation data bases including Recreation Management Information System and Special Recreation Permit fees. Disseminate these data periodically to interested users, interest groups, and cooperating partners including the Colorado Tourism Board.
- Each Resource Area Office will establish and maintain working relationships with all Chambers of Commerce within their area.
- Develop a statewide recreation newsletter and accompanying mailing list for all BLM constituencies including all recreation interest and user groups; tourism entities; industry leaders for the lands, minerals, and grazing pro-

grams; and other governments. Among other things, address progress in implementing this strategy, progress in meeting Annual Work Plan (AWP) commitments, public outreach activities, and major on-the-ground visitor services, resource protection, and facility developments.

- Integrate practical matters of Recreation 2000 implementation into an internal multiple-use newsletter for Colorado BLM employees which explains critical program linkages and interprets their importance to the successful accomplishment of objectives for all multiple-use programs.
- Improve the designed function of BLM's budgeting process, including Program Year Budget Plans and Annual Work Plans, at all levels of the organization to identify real funding needs, both accurately and on a timely basis.
- Develop a popular version of this report for the general public in substantially abbreviated form to communicate Colorado BLM's new recreation strategy.

## **Challenge 2 —Visitor Information and Interpretation**

### **Issues**

- Long-standing emphasis on land management has naturally led the agency in a tradition of thinking that the resource is of ultimate importance and that the public visitor is secondary.

- Because most BLM programs center on some tangible, on-the-ground resource — while recreation's focus is divided between those resources and the people using them — the agency must make a conscious effort to ensure equal consideration is given to

public visitors as well as to its resources.

- Colorado BLM has an identity problem. What is BLM? People understand little about BLM and its management charter. There is equal uncertainty about the Public





Don Bruns

Historical site, San Juan Triangle SRMA

Lands, so named by the Federal Land Policy and Management Act of 1976. Many who hear the term "Public Lands" immediately think of the National Forests, the National Parks, or State Parks rather than of the lands BLM manages.

- Colorado BLM also has an image problem. Some people have a dim view of the agency and find it difficult to take BLM seriously as a recreation manager. Reasons cited are the agency's customary way of doing business at the office, its employees' relationships with visitors or lack thereof,

and the way the land itself is managed.

- BLM's traditional commodity production emphasis has given its offices a rather bureaucratic appearance. For example, many office reception areas and public rooms are configured like the old general land office to accommodate only the "initiated" who work for BLM's traditional industry partners. This creates less than a welcome setting for the general public. The agency needs to correct this rigid, businesslike office demeanor. A few offices have made great strides in creating reception areas to inform visitors and interpret the land and the agency, but more needs to be done at most offices.
- Likewise the public image portrayed by BLM personnel is often either indistinct or job related rather than people related:

Only recently have Colorado BLM employees begun to be visible with adoption of standard BLM uniforms for visitor contact personnel. Yet experience has shown that some of the public still confuse BLM personnel in uniform with Forest Service or Division of Wildlife personnel.

BLM employees need training to learn and adopt a "customer service" approach with all Public Lands visitors. All field employees and public contact personnel



need to see themselves as working to serve Public Lands customers.

Outside the office, the ubiquitous, unmarked GSA vehicle often seen on the Public Lands still provides little identification with BLM, offers little visitor assistance, and does little to let people know what the employee is doing there.

- The image problem has a third dimension, which is the nonverbal clues about the agency conveyed to the public by the land itself:

Locked gates, the absence of informational and direction signs, and poorly maintained or negative signing all give visitors a sense that they are unwelcome.

Colorado's BLM lands contain few interpretive kiosks or other displays to help visitors better understand their ownership of the land, its multiple uses, relationships between recreation and other land uses, and how to adopt and follow a wise recreational use ethic.

- BLM suffers from a lack of public confidence. Based on BLM's past and present management capabilities, the public questions whether the agency has either the resolve or wherewithal to adequately respond to demonstrated public outdoor recreation demand. A consequent move is underway in certain quarters to transfer admini-

stration of some very highly-valued lands away from BLM and to other proven, but single-use, park management agencies.

- Most commonly available public Colorado maps depict the National Forests, National Parks, and State Parks, but BLM Public Lands are seldom included.
- Dynamic and highly visible visitor and tourism media promotions (e.g., at the airport, television specials such as "Colorado Getaways," Colorado magazines, airline magazines, etc.) commonly incorporate information about outstanding recreation opportunities provided by the Forest Service, Division of Parks and Outdoor Recreation, and the Division of Wildlife. BLM recreation, on the other hand, is almost never mentioned.
- There is a lack of appreciation by the public for the kinds of land which many believe BLM manages. Some people are convinced that the high country is beautiful, but often think of BLM land in the same vein as garbage dumps and gravel pits. BLM needs to instill in visitors an appreciation for the beauty and fragile nature of BLM resources often perceived as wastelands, such as the Mancos Shale, and instill a wise use ethic on the need for public care and respect.
- Perhaps not all BLM managers and recreation professionals both recognize and are committed to the important task of building an ever growing partnership with

public visitors to maintain the continued availability of the Public Lands and to provide unique diverse, multiple-use recreation.

- At all levels of the organization, there is a definite relationship between recreation and nearly every other program, but not all employees may understand what it is, acknowledge it in their day-to-day work, have supervisory support to respond to it, or have the wherewithal to deal with it due to the limitations of organizational structure or budget.
- Except in a very few areas, little is known about the needs and desires of those who come to Colorado's Public Lands for their recreation pursuits.

## **Opportunities/ Management Objectives**

- In order to develop an employee attitude that Public Lands visitors are every bit as important as the land, provide Recreation 2000 orientation and training for all program leaders at the State and District Office levels and for all public contact personnel throughout the agency.
- Like the USDA Forest Service manages "the forests" and the National Park Service manages "the parks," adopt a short but unique characterizing descriptor for Colorado's Public Lands administered by BLM to be used in all public information materials.
- Carefully define BLM's niche in providing a uniquely varied "multiple-use" recreation

which so characterizes the public domain, and communicate that definition to the public through an aggressive public affairs message.

Clearly explain that BLM is committed to responsive recreation management and that it will be a major recreation provider by the year 2000, consistent with FLPMA's directive to keep these lands within multiple-use management.

- Develop a series of paid public service announcements (for both radio and television), and some standardized written versions thereof, to promote an awareness of Public Lands, their unique diverse, multiple-use character, how they came to be, what they mean to people now, and who is

responsible for them. Include a simplified interpretation of BLM, its roots, and how and why it functions the way it does.

- Develop a separate physical area within each Colorado BLM field office as a "welcome center" to correct the often unfriendly first impression people receive. Concentrate on aesthetics and provide visitors with interpretive displays as well as take-home visitor information materials. Redesign and remodel offices if necessary.
- Change the way BLM does business with the public at field offices, including the State Office. Consider how to accommodate Public Lands customer needs through

securing full-time, trained visitor assistants at each "welcome center," changing the hours it is open to the public, and taking concrete steps to help recreationists find out what they need to know during after-hours visits to the office.

- Ensure that all public contact personnel at all field office "welcome centers," and all BLM personnel, while in the field, are neatly uniformed.
- Provide basic "customer service" training to all State and District Office program leaders both within Lands and Renewable Resources and within the Minerals Division. Provide more intensive, hands-on customer service training for all recreation



Chip Marlow

Motorcyclists at Animas Forks, San Juan Triangle SRMA



planners and public contact for field personnel. Incorporate within the job description of all field personnel and all Area and District Managers public contact responsibilities.

- Mark all BLM and GSA vehicles with the agency triangle whenever they are in the field, and develop a periodically updated employee public information packet to be kept in each vehicle. Provide field personnel training on what is in it and how to use it.
- Colorado BLM will primarily use visitor information and interpretive programs and materials as indirect methods to correct existing visitor use problems and redirect use to areas having the greatest capability to accommodate public use. They will resort to direct use regulation only as a last means to solve visitor safety, user conflict, and resource deterioration problems.
- Colorado BLM will also use visitor services as the primary means of building a wise user ethic among Public Lands users to encourage them to "Use, Share, and Appreciate" the unique characteristics and

values of Colorado's public domain.

- Develop simple, user friendly signs for use at locked gates at private lands which legally block access to the Public Lands explaining landowners' rights, how/where visitors can or cannot go, and how they can find out.
- Develop an aggressive informational signing and interpretive display/signing strategy that establishes priorities and makes hard choices about what can and cannot be signed within realistic time and budget constraints. Do the same thing for the same purposes with maps.
- Further an ongoing partnership with the Colorado Tourism Board and BLM's Public Affairs staffs to ensure that the outstanding diversity of BLM's varied, multiple-use recreation is conveyed to the public in the Board's promotional materials and media.
- Develop Colorado BLM manual supplements to Washington guidance for recreation studies/planning which respond to the public's outdoor recreation preferences and to visitors as "customers"

on an equal plane as the agency's traditional resource management and protection efforts.

- In demonstration of BLM's commitment to regard the visitor as being of equal significance as the land, and when needed to provide a definitive data base on the kinds of recreation which people want, conduct definitive user preference studies for intensively-managed Special RMAs. Use these data to guide development of Recreation Activity Management Plans.
- Incorporate specific measures of responding to the public within Performance Improvement and Position Review evaluations for all District Resource Area Managers, all recreation program leads at the District Offices, and all public contact and field personnel.
- Develop and promote concrete ways of building an internal partnership between all BLM programs and recreation management, seen not as a program function but as a service to public customers as stockholders in the public domain.

## **Challenge 3 — Resource Protection and Monitoring**

### **Issues**

- The unique character of BLM's diverse, multiple-use Public Lands is being discovered by ever increasing numbers of public visitors. In

some cases, the level of discovery and subsequent use is creating resource deterioration, user conflicts, and visitor safety problems beyond the agency's present ability to handle them.

- Consistent with a sound marketing strategy and Bureauwide policy, Colorado BLM is placing primary emphasis on Special Recreation Management Areas where the most intensive visitation



occurs. Yet significant resource values exist in Extensive Recreation Management Areas which are at risk from less intensive but yet potentially damaging forms of recreation use (e.g., off-road vehicle use [not off-highway], vandalism of visitor information signs, historic, and archaeological resources, etc.).

- Many Public Lands visitors still see the Public Lands managed by BLM as the last vestiges of the Old West, and indeed many still have that character. However, as a result, some visitors appear to believe the land is also as tough as their concept of the Old West. Resulting resource damage from uninformed or indiscriminate use needs to be dealt with.
- Other users see issues of user conflicts principally as a social phenomena and fail to grasp the inherent relationship between those conflicts and the land's inherent capabilities to accommodate some activities more readily than others.
- Much of Colorado's Public Lands are vast and remain rather unknown, and they contain a variety of historical and present-day agricultural and mining developments. These often become hazards to increasingly urbanized and therefore unfamiliar visitors (e.g., barbed-wire fences, abandoned mine shafts, washed-out roads, etc.).
- The need for direct on-the-ground contact between very visible, knowledgeable BLM personnel and Public Lands

visitors is becoming increasingly important to enable BLM to effectively deal with the above issues.

- BLM needs to preserve the wide-open spaces of the Public Lands and their unregulated character wherever possible through the exercise of indirect visitor management rather than through direct use regulation (i.e., use allocations).
- Colorado BLM has no recreation resource monitoring standards nor a monitoring strategy whereby it decides what degree of visitor induced resource alternation is acceptable for different kinds of settings. Nor are there procedures for determining what areas need to be evaluated and how often such evaluation should occur. Guidance is also needed on what to do whenever those standards are exceeded.

## **Opportunities/ Management Objectives**

- Colorado BLM will continue to manage most of these lands with a minimum of regulation and only extensive management, where visitors can get away from it all and enjoy the wide-open spaces which characterize so much of the Public Lands.
- On a limited number of other more heavily used areas BLM will provide more intensive management to protect more highly valued or popular resources and to provide facilities to help maintain the continued availability of their outstanding character.
- Colorado BLM will immediately begin to redirect use away from fragile resources, harden intensively used sites, construct other facilities to accommodate the use, or directly regulate the use if all else fails in order to maintain the quality and distinctiveness of Colorado's public domain.
- BLM will continue cooperating in efforts to designate rivers found to be suitable through RMP land use plans for inclusion within the National Wild and Scenic Rivers System to ensure adequate protection and recognition of their outstanding recreational character.
- BLM will also continue efforts to designate WSAs found suitable through RMP land use plans for inclusion within the Wilderness Preservation System.
- In each Recreation Area Management Plan (RAMP) and Wilderness Management Plan, Colorado BLM will determine optimum public recreational use levels allowable for achievement of stated management objectives. These objectives will specify character of the land and facilities, of visitor use and its evidence, and of management actions to be employed in ensuring that the lands and visitors are managed as prescribed.
- Consistent with this Recreation 2000 strategy and plan, restructure work priorities in order to protect significant resource values presently at risk within Extensive RMAs while at the same time placing

primary emphasis on the more marketable Special RMAs.

- Promote a Public Lands recreation user ethic among visitors by communicating the unique and highly varied multiple-use characteristics of Colorado's Public Lands, demonstrating their weak links and special susceptibility to recreation use. At the same time, convey realistic management options open to the BLM, with closure of areas and sites being a last resort. Incorporate this within appropriate visitor information and interpretive materials.
- Develop a greater sensitivity among Public Lands visitors for the land and other visitors. Do this by helping people understand the relationship between user conflicts and inherent resource characteris-

tics so they can see why user conflicts are not simply a social issue. If visitors are shown how the land itself has a higher capability for sustaining some recreation activities than others, they can appreciate how tradeoffs vary among activities. Likewise if visitors are shown how people engaged in certain activities can only achieve their desired motives on lands possessing certain characteristics, they will develop a greater sensitivity to other visitors.

- Communicate a greater respect among recreation users for other nonrecreation public multiple-use developments through various interpretive and informative materials. Explain the concept of valid prior existing user rights of other multiple uses (e.g., allotment fences,

powerlines, water tanks, etc.) and how these uses are made compatible with recreation and vice versa.

- Colorado BLM will expand both its ranger capability and recreation staffing at the field level. This will provide an on-the-ground management presence and direct visitor contact in order to help an increasingly urbanized recreation clientele better understand the land, its capabilities, and its limitations.
- Develop a recreation resource monitoring strategy and implement it on the ground to ensure adequate resource protection, beginning with highest priority areas.

## **Challenge 4 —*Land Ownership and Access Adjustment***

### **Issues**

- Colorado BLM has a legal access problem. The scattered configuration of Colorado's Public Land makes much of it difficult to find and impossible to get to. These are literally the "leftover" lands which once no one wanted or could homestead. Their poorly blocked configuration make much of this acreage legally inaccessible.
- Colorado BLM also has a physical access problem. While some lands may be legally accessed, they are difficult to get to. In some cases, rugged terrain such as cliffs and rivers prevent

access where legal access does exist. In these cases, often only adjacent private landowners have easy access to the legally blocked public acreage.

- Some Public Lands which were once accessible through private land at the landowner's permission have since been closed due to recreationists' disrespect for private property (e.g., fences have been cut, gates left open, signs shot up, etc.).
- Some of this Public Land contains outstanding recreation (e.g., big game hunting, fishing, etc.) which, though belonging to everyone, for all

practical purposes is managed by adjacent landowners who sell access rights across their land to use it.

- The lack of public access to key Public Lands parcels is a major complaint heard by BLM at sportsmen's shows, fairs, and conventions.
- Sportsmen also complain about the illegal posting of Public Lands as "closed" by grazing lessees, adjacent landowners, and commercial users who want to keep hunters and fisherman off their leases.
- Other well blocked parcels of Public Land have small

private inholdings. In some areas, in order to access these inholdings, the landowner has a legal right to build nonconforming routes across adjacent Public Lands to ensure his “reasonable” access to that property (e.g., within Wilderness Study Areas). This can prevent BLM from achieving management objectives developed in consultation with the public.

- In other cases, the lack of access to strategic areas adjacent to the Public Lands prevents realization of their complete potential and of management objectives supported by the public (e.g., absence of public river boating put-ins and take-outs).

## Opportunities/ Management Objectives

- Colorado BLM will expand its efforts to obtain access to key Public Lands parcels through a coordinated statewide land ownership and access adjustment data base at the Colorado State Office.
- Colorado BLM will establish statewide acquisition priorities within this data base in conjunction with Special Recreation Management Area recreation plans, transportation plans, and land use plans.
- BLM will identify exchange opportunities to satisfy public recreation needs and enhance existing recreation through cooperating with and making

this data base available to land exchange proponents within private industry.

- BLM will continue building a more aggressive Land and Water Conservation Fund acquisition program, ensuring that budget justifications are coordinated with established RMA priorities.
- Wherever acquisitions or exchanges are not feasible, BLM will strengthen efforts with private landowners to build partnerships with public recreation users to achieve at least some measure of success at getting people to the Public Lands. A key element in this effort is working on a recreation use ethic to promote more understanding and respect for private landowner rights.

## Challenge 5 — *Partnerships*

### Issues

- With increasingly tight fiscal resources, all recreation providers must find ways of stretching limited capability to meet ever growing public recreation needs.
- Wherever more than one recreation provider is geared to achievement of the same ends, more can be done cooperatively than by each working independently (e.g., the Colorado Outdoor Recreation Resource Project’s natural resource recreation brochure). These kinds of cooperative efforts are often referred to as “partnerships.”

- Colorado BLM has been open to the use of partnerships to accomplish its mission, principally wherever BLM is lacking either a major role or essential authorities to get the job done (e.g., Cooperative Agreement with the Town of Gypsum for management of the I-70 roadside campground; Cooperative Management Agreement/Recreation and Public Purposes Leases with the Colorado Division of Parks and Outdoor Recreation embodied in the Arkansas Headwaters Recreation Area).
- On the other hand, BLM will remain the principal manager of the Public Lands recreation

where the land ownership pattern is blocked well enough to make an effective response to public needs and demands possible.

- There is a growing interest in enhancing Public Lands recreation through volunteerism among a variety of recreation user and interest groups.
- Local government is also becoming increasingly interested in working with BLM to enhance recreation on adjacent Public Lands and tourism through their area to boost local economies.



- The private sector likewise sees opportunities to help market recreational equipment through cooperative efforts with Public Land management agencies which provide their customers better information about where to go recreating in Colorado (e.g., sporting goods retailers, outdoor equipment specialists, motor vehicle dealers, etc.).

### **Opportunities/ Management Objectives**

- To enhance BLM's commitment to be a major federal recreation provider by the year 2000, and to retain its existing recreation management role on the Public Lands in Colorado, BLM will increase efforts to establish and maintain partnerships with volunteer groups, the private sector, private landowners, user groups, and other agencies, particularly within Special Recreation Management Areas where BLM is committed to providing intensive recreation management.
- Where BLM is not the major and controlling land manager, when administrative efficiencies can be realized through cooperating with others, or when opportunities arise to generate matching funding from the private sector or local governments (e.g., BLM's Challenge Cost Share Program), partnerships will be sought. In all such partnerships, wherever the Public Lands managed by BLM constitute a majority of the acreage involved, BLM will retain its current role as the recreation manager of these lands. The exception will only occur on those areas where, due to a scattered land ownership pattern, BLM does not have controlling authority over the lands in question (e.g., Arkansas River corridor).
- Focusing on the "Take Pride in America" campaign, BLM will increase opportunities for public participation in the management of BLM administered lands, recreation use, and facilities. BLM will provide increased recognition of individuals and groups who contribute to enhancement of recreation on the public domain.



Don Bruns

## Challenge 6 — *Tourism Programs*

### Issues

- The continued downturn in traditional commodity production programs in Colorado (e.g., minerals and agriculture) and an accompanying increase in emphasis on tourism and recreation requires that BLM learn to regard itself as an integral part of the statewide recreation-tourism economy.
- Because of its nonextractive nature, the recreation industry does not require extensive public services or tax dollars to operate, resulting in a relatively high return to local economies.
- Because of Colorado's high national visibility as a destination recreation state, the infusion of outside dollars into the state and their turnover within supporting sectors of local economies makes additional emphasis on tourism increasingly attractive.
- Because of the close proximity of BLM lands to most Western Slope communities,

BLM has a unique opportunity to help stabilize and enhance economic development in Colorado through jointly marketing the great diversity of outstanding varied, multiple-use recreation available.

- Colorado BLM has no strategy for effectively coordinating with tourism entities at international, national, state, regional, or local levels to ensure that information about the Public Lands is targeted both to reach intended audiences and to accomplish established recreation management objectives rather than create new management problems.

### Opportunities/ Management Objectives

- Develop and improve cooperative partnerships with the Colorado Tourism Board and with each of the State travel regions through obtaining a BLM seat on each regional organization.
- Ensure that all recreation interest and user groups

interested in the public domain, all tourism entities, and affected agencies and local governments are included in each public involvement plan for all RMPs and every BLM recreation planning effort.

- Provide the information and coordination needed to put the Public Lands on Colorado's highway maps and Colorado Tourism Board (CTB) maps.
- Develop a directed tourism strategy to inform targeted visitors of selected kinds and areas of recreation available on the Public Lands. Determine how to reach national/international tourism entities, reach those at a state and regional level through organizations like the Colorado Tourism Board, and reach visitors at local communities through Chambers of Commerce.
- Improve the interface of public affairs staffs with the Colorado BLM organization to ensure greater involvement of the tourism industry in public lands management.

## Challenge 7 — *Volunteers*

### Issues

Colorado BLM's new State Office Volunteer Program Coordinator has provided a welcome boost to volunteerism. Products such as a Volunteer Opportunities brochure advertising projects throughout Colorado is published and accurate record keeping is being encouraged.

This excellent work needs to continue.

Colorado BLM had 1,265 people participate in the 1988 Volunteer Program, donating 133,233 hours. It cost BLM \$64,465 to implement, yet the dollar value of work accomplished is estimated at \$1,087,972. BLM's volunteer program plays a critical role in their

ability to get things done on the ground.

BLM's ability to utilize volunteers has been limited due to a lack of supervisory staffing and essential support funding. BLM cannot recruit volunteers until and unless there is programmed recreation staff and dollars to cover volunteer expenses.





Frank Young

*Volunteers restore Saxon Mountain Cabin, Front Range ERMA*

- Local, state and other Federal land management agencies utilize volunteers on a continuing broader scale. BLM will coordinate opportunities and utilize the knowledge and skills other agencies have in using volunteer groups.
- Volunteer groups such as the Girl Scouts, Boy Scouts, Senior Citizen Groups, and others, want to volunteer. Colorado BLM needs to expand an advertising initiative on projects for which groups or individuals may volunteer while maintaining already existing, productive volunteer partnerships.
- Successful volunteer projects can stimulate other individuals and groups to start their own

projects. While Colorado BLM is beginning greater recognition of volunteer efforts, they need to increase media coverage, give volunteers tangible ownership in work projects, and document accomplishments by building better internal statistics.

### Opportunities/ Management Objectives

- Provide definitive information on immediate volunteer project needs to potential volunteer and volunteer groups.
- Improve skill and knowledge among managers and supervisors to more fully implement volunteers initiatives.

- Develop ways to simplify data gathering and recovery for reporting, followup, and project scheduling.
- Promote the idea of a local council to coordinate inter-agency volunteer projects among local land management agencies.
- Define and organize volunteer projects on a statewide basis to make organized groups aware of all opportunities.
- Provide guidance to District and Resource Area Offices on the development, operation, and maintenance of an effective volunteer program.



## Challenge 8 — Facilities

### Issues

The early entrance of Colorado BLM into the recreation field nearly 30 years ago consisted largely of site developments. At that time, managers sought out pleasing settings in which to construct facilities as attractions in and of themselves. Little consideration was then given to these sites' relationships to overall dispersed recreation use and user needs.

As time went on, the public became more aware of the great diversity of recreation available on Colorado's Public Lands, and people became more interested in exploring these largely undiscovered national treasures. Resulting use patterns became more dispersed rather than concentrated in the "neat areas"

earlier managers tried to promote.

Consequently, many of these facility developments were vandalized; some never did catch on with the people, and the agency began to steer itself away from any kind of focus on recreation facility development.

More recently, however, BLM has again perceived a greater need for recreation facilities, but this time in an entirely different light. An increasing need for facilities, particularly in Special Recreation Management Areas, has been identified to support dispersed recreation use activities and ensure that resources being used are protected to maintain quality and ensure long-term availability. BLM also acknowledges the need for facilities in order to allow visitors to use the

Public Lands (e.g., boat ramps, campgrounds right on resources being used, etc.).

- Increasing public use also requires facilities to ensure visitor safety. Facilities play a vital role in helping reduce or eliminate user conflicts.
- Facilities also play a vital role in helping maintain resource quality and accommodate public recreation visitation. The appearance, quality, and effectiveness of those facilities portrays an indelible first impression of the entire agency and all of its multiple-use programs.
- Because of the changing



Mill Creek Campground

philosophy of BLM recreation facility management over the years, all existing Colorado facilities need a comprehensive evaluation to determine (a) which facilities are needed to meet highest priority recreation challenges: visitor services and resource protection, (b) whether the level of development is adequate to accommodate user needs, and (c) if the character and quality of each facility is consistent with the environment in which it occurs.

- BLM's recreation facility construction standards do not take into consideration the wide diversity of environments in which facilities are needed (e.g., Back-Country to Developed-Urban).
- Colorado BLM has no integrated strategy for ensuring a balanced, targeted, and prioritized approach to new facility construction so that the objectives of this strategy report are achieved.

## **Opportunities/ Management Objectives**

- Assess need and capability to continue operating all existing developed recreation facilities.
- Determine which existing facilities (a) are needed to provide essential resource protection and visitor services, (b) are developed adequately to accommodate public user needs, and (c) have the character and quality consistent with recreation management objectives prescribed for the area.
- Assess the status and condition of the existing developed recreation sites and other recreation facilities needed (see above) and develop a strategy for all restoration and continued maintenance needed.
- Develop a strategy to either dismantle or provide for cooperative management by

another entity all recreation facilities determined to be unnecessary in the fulfillment of BLM's primary resource protection and visitor services challenges.

- Develop separate recreation construction and maintenance standards for each basic type of facility within each of the six Recreation Character Classes (e.g., Back-Country to Developed-Urban) to be applied to all future recreation facility management.
- Develop a strategy for the targeted identification and prioritization of facilities to be constructed in order to achieve the objectives and implement the policies of this strategy report.
- Incorporate handicapped standards for appropriate sites.

## **Challenge 9 — *Permits, Fees, and Concessions***

### **Issues**

- Colorado BLM publishes a special recreation permit handbook for commercial permittees but not for competitive, off-highway vehicle, or individual permits.
- BLM, along with other federal and state agencies, has its own permit regulations and paperwork requirements for commercial outfitters. Through greater coordination among affected agencies, the paperwork burden on permit-

tees could be reduced, greater economic efficiencies could be realized, and better outfitting services could be provided to the public.

- Most Public Lands areas, facilities, and visitor services used by the public are provided by Colorado BLM free of charge or for a very nominal fee. People are generally willing to pay a fair market value for what they get. However, existing laws and regulations hinder public opportunities for a greater

contribution to the operation and maintenance of facilities and areas which they use.

- Individual permits could be utilized to determine kinds and amounts of use in special, sensitive areas. For example, BLM does not have good baseline data on how many people are enjoying certain rivers or exploring Wilderness Study Areas. Existing staffing prevents issuing individual permits which could provide BLM with important information on how areas are being





Dave Cooper

*Sand Wash National Hare & Hound Race, Little Snake ERMA*

used and how visitors would like to see them managed.

- The agency has not decided what role private entities are going to play in providing specialized commercial services such as equipment, food, and transportation on the Public Lands. It has also not yet determined the kinds of services that need to be encouraged. Colorado BLM also has no procedural guidelines for responding to private entrepreneur initiatives.
- Presently, commercial users pay 3 percent of their gross revenue or a \$60 minimum, whichever is more, for each special recreation permit issued. In comparison with

user fees charged by private landowners for similar uses (e.g. hunting), BLM's charge may no longer be adequate to ensure the general public a fair return for the commercial use of its land. No analysis has been done to determine what the fair market value is for commercial use of Colorado BLM lands.

- In order to implement the collection of fees at more developed recreation sites, additional staffing is needed. The use of volunteers could alleviate much of that problem, but current law mandates the bonding of volunteers in collecting monies. Often, that process is more costly than the alternative of using paid staff to collect fees. This, however,

defeats the basic concept of utilizing volunteers to free professional staff for other tasks.

### **Opportunities/ Management Objectives**

- Develop statewide Special Recreation Permit information booklets for competitive, off-highway vehicle, and individual permits, clearly outlining what is expected of the permittee, to ensure consistency throughout the state.
- Determine which special, sensitive areas need baseline information for more effective management. Consider implementing a permit system to facilitate this undertaking.



Consider Special Recreation Management Areas first.

- Determine what types of commercial recreation initiatives should be encouraged by the private sector on the Public Lands and inform the public accordingly.
- Participate in a Bureauwide study to determine fair market value for recreation use on the Public Lands.
- Wherever it is more efficient

to do so, consolidate permitting processes with other agencies for those commercial Public Lands users required to obtain permits from more than one agency for the same use.

- Increase efforts with other agencies for cooperative permit and licensing enforcement of various permit requirements on the Public Lands.
- Implement Recreation Use Permit (RUP) requirements at

all developed sites meeting criteria of the Land and Water Conservation Fund (L&WCF) Act and at rates consistent with fees being charged by other land management agencies and the private sector for similar services.

- Support legislation for the elimination of bonding requirements that constrain the use of volunteers in collecting fees.



# MEETING THE CHALLENGE

This section is the culmination of all previous chapters of Part I. It is the actual strategy for Colorado BLM to implement the Director's Recreation 2000 initiative. It consists of four parts:

1. Implementation Strategy — contains a strategy overview, specific action items, and a timetable for implementing the objectives outlined in the previous chapter.
2. Commitments for Ongoing Programs and New Initiatives — identifies recreation policies and gives broad direction to each of several programs, old and new.
3. Program Interrelationships — emphasizes the essential need for improved linkages between each of several recreation related programs and organizational units of Colorado BLM.
4. Alternate Funding Strategies — identifies a funding approach for Colorado BLM to make the most efficient use of its fiscal resources and suggests creative options to be explored.

## Implementation Strategy

### Introduction

To meet the challenges addressed above, the Bureau of Land Management is adopting a much more proactive approach to recreation management in Colorado. Recreation is being elevated as an equal partner within the BLM family of multiple-uses, including its traditional commodity programs. To support this new philosophy, budget emphases are already being shifted within the Colorado BLM organization in order to affect actual on-the-ground results. Even greater requests for increased funding within the Bureau's budget process will continue for purposes of improving management responsiveness to public recreation needs.

BLM's overall challenge is to improve service. A major obstacle to overcome in accomplishing this goal is the public's perception of the

agency. Some individuals, user associations, conservation organizations, and other governments and agencies do not take BLM seriously as a recreation manager due to its historic low profile in this field. In addition, many are unaware of the variety and significance of Public Lands recreation opportunities and still regard them as leftover lands that no one wants. Consequently, there are many people who genuinely believe the agency is uninterested in recreation, but principally concerned with the management of livestock, minerals, and other traditional General Land Office and Grazing Service commodities.

Added to external public attitudes about the agency is the obstacle of BLM's own internal historic land management perspective. BLM's long standing tradition as the nation's oldest resource manager in the General Land Office

and Grazing Service tradition (see "The Recency of BLM Recreation" in Part I, Chapter 2) has given it a reputation, if not actual orientation, of managing more for the resource and historical commodity users than for its newest public, outdoor recreation visitors.

At the same time, the natural resource academic perspective of most BLM managers themselves appears to be more heavily oriented towards understanding and working with the land than with public visitors. Consequently, recreation management plan decisions have sometimes been lopsidedly based more on resource needs than on human needs, considering the kinds of activities, settings, and experiences which people value most. In some instances, the highly valued character of yet undeveloped landscapes are compromised by non-conforming developments. In other cases, strong resource-dependent



managerial sentiment to protect superlative areas sometimes overshadows public desire to use them. More recently, however, with passage of the Federal Land Policy and Management Act of 1976, old land management attitudes and approaches have been replaced by a greater willingness to receive and incorporate public input to ensure a balanced treatment of all issues in the development of land use plans.

## Identity and Image Improvements for Greater Public Confidence

This strategy recognizes the need to deal with BLM's overall identity problem: "Who is BLM?" and "What do you mean, Public Lands?" Colorado BLM will work with their Headquarters Office and their recreation publics to identify and recommend a more appropriate and unique name, descriptive of BLM-administered Public Lands. People are confused by the term, "Public Lands," which is equally applied to the National Forests, National Parks, and other Federal lands. The National Park Service manages the "parks," and the USDA Forest Service manages the "forests." But there is no such uniquely descriptive phrase for Public Lands managed by BLM.

This strategy also adds a new dimension to Colorado BLM's recreation programs through its emphasis on building *partnerships* with *tourism* entities, *marketing* its most diverse multiple-use recreation opportunities through quality *interpretive and visitor information*-materials. This major initiative requires determining specific visitor needs and wants and appropriately responding to them. It is geared to correcting the current poor public image of Colorado BLM among recreation users and the recreation in-

dustry, and it combats some users' inaccurate perception of BLM as a primary commodity production agency uninterested in and uncommitted to meeting public outdoor recreation demands. Effectively implemented, this strategy will help nurture public confidence in Colorado BLM as a major Federal recreation provider by the year 2000.

## Recreation 2000 and Marketing

The BLM Director's Recreation 2000 strategy directs an even greater orientation to wants and needs of the people than has ever occurred in BLM. At the apex of this strategy is a marketing approach to recreation, that contrasts sharply with the agency's previous land based emphasis. This new "marketing concept" now seeks a balanced approach in support of BLM's overall recreation management policy. Recreation 2000 states it this way:

"The BLM will ensure the continued availability of Public Land for a diversity of resource-dependent outdoor recreation opportunities while maintaining its commitment to managing the Public Lands as a national resource in harmony with balanced multiple use."<sup>1</sup>

Colorado BLM will actively "market" its recreation "products and services" to meet the needs of its many recreation "customers." Marketing is first of all "a philosophy, an attitude, and a perspective."<sup>2</sup>

<sup>1</sup> Implementation Plan for Recreation 2000: A Strategic Plan, BLM-Washington Office, Draft, Wash. D.C., January 1989, p. 6.

<sup>2</sup> Crompton, John L. and Charles W. Lamb, Jr. Marketing Government and Social Services, Wiley and Sons, New York, 1986, p. 1.

But it is not selling what BLM has; it is having what people want.

A marketing-based recreation approach means that BLM will find out what kinds of activities and settings the public is seeking, then manage the land to provide them, and finally let the people know what BLM has that they want. It means managing to display the Public Lands' distinctive recreation characteristics, not just "something for everyone" nor a "black and white," "generic" label recreation. Colorado BLM will market the unique potential of the Public Lands to provide life-enriching experiences for those interested in touring, resorts, and more active recreation pursuits.

In accordance with public demand and Recreation 2000 goals, in the immediate future, Colorado BLM will continue to place the greatest emphasis on Special RMAs rather than on Extensive RMAs (see Part II, Implementation Plan). BLM will continue to protect significant resource values presently at risk on all lands but will focus more immediate attention on more marketable Special RMAs. These are areas having national significance and potential for special designations as units of national recreation resource systems such as Wilderness, Wild and Scenic Rivers, National Conservation Areas, and so forth.

This means a major increase in visitor services and facilities is needed. Targeted visitor information is needed to inform people of the unique kinds of recreation available on the Public Lands, to tell them how to get there, and to let them know what kinds of activities are available to them. It also means interpreting key resource values and multiple-use characteristics — not through the traditional museum quality interpretive displays — but in new ways that relate to what people really want.

This also means that more rec-

recreation facilities — the right kinds of facilities that are what people want — will be provided, particularly within Special RMAs. Facilities will not be provided as attractions in their own right, but to ensure protection of BLM's unique resource-dependent recreation features and to accommodate their use by the public.

## Recreation 2000 and Tourism

This recreation strategy is new particularly in the sense that it incorporates critical recreation program elements that BLM has never before put together. Up to the present time, BLM's major emphases have been protecting recreation resources, ensuring public access to the Public Lands, issuing recreation permits, and using volunteers to extend their limited available staffing. BLM has provided some, but very limited, visitor services.

The new Recreation 2000 initiative tremendously strengthens BLM's visitor services thrust and strongly relates it to new emphases on marketing, tourism, and partnerships. For the first time, these ideas and the traditional commodity resources will be given equal emphasis by Colorado BLM. The agency is initiating a tourism recreation initiative through effective partnerships with tourism entities at all levels throughout the state, through marketing of recreation opportunities that BLM lands can provide and that people desire most, and through targeted, high-quality visitor information materials.

Colorado BLM will also emphasize the distinctiveness of their Public Lands. What can BLM provide that no one else can? Its niche in the Colorado tourism recreation market is facilitating public use and enjoyment of the widest array of physical, scenic, and cultural values anywhere in Colorado.

Furthermore, the settlement of the West is more directly tied to BLM and its lands than to any other agency or lands. This relates to the growing public interest in discovering America's roots. Currently, there is an increase in international tourism efforts to provide visitors from around the world an opportunity to discover the wide open spaces of the Old West.

Indications are that a growing number of people are also seeking those kinds of recreation which preserve the greatest freedom of individual choice about where to go and what to do; there is a growing resistance among many visitors to the more highly regulated and regimented experiences available in the more heavily visited parks and forests. Many visitors are seeking areas where they can still be in control of their own outing rather than having a completely "managed" experience. It is BLM's recreation management philosophy which gives people the greatest freedom to choose how to spend their leisure time.

To meet the challenge of moving Colorado BLM forward as a major, credible recreation supplier, BLM must work closely with the Colorado Tourism Board, Regional Tourism Boards, and local Chambers of Commerce. BLM will seek a seat on each of Colorado's six Regional Tourism Boards. Moreover, BLM will emphasize the distinguishing features and capabilities of a number of select, unique, or otherwise highly valued recreation management areas within those tourism regions having noteworthy recreation resources (significant Public Lands recreation opportunities do not occur in all regions). This focus on a diversity of high quality recreation will help foster a directed promotion of regional tourism and economic development through the "packaging" of BLM recreation "products." At the same time, it will prevent

encouraging overuse of more fragile areas.

## Implementation Phasing

Table 1-6.1 provides a design for phased implementation of this strategy. It is based on the Bureauwide Recreation 2000 Implementation Plan timetable, made specific to Colorado BLM. These actions implement the agencywide strategy as well as the additional objectives outlined in the previous section.

Colorado BLM must take 65 separate actions to implement this strategy. Each of these require action by the Colorado State Office. Of these 65 actions, 48 must also be acted on by the four District Offices, 40 of which must in turn be acted on by each of 11 Resource Area Offices. The following table summarizes when each of these actions will occur by each of nine challenge categories listed in Chapter 5 above. Like this entire strategy, these actions will be added to or amended in future editions of this strategy to keep it a useful and relevant planning and management tool.

Notice, on the following pages, that the challenge category having the greatest number of implementing actions is visitor information and interpretation. This conveys a strong message about BLM's intent to pay closer attention to users and their needs. Other challenge categories receiving increased emphasis under Recreation 2000 include marketing, land ownership and access adjustment, and volunteers.

Notice also that most implementation actions are scheduled for the first one-third of the 1990's decade. All actions are either planned for completion or are to be underway by the end of FY 1997. This will require some immediate and sizeable increases in recreation staffing and funding to implement this strategy on schedule.

Table 1- 6.1

Challenge Category	Years of Implementation									
	1989	1990	1991	1992	1993	1994	1995	1996	1997	Total
1. Marketing	—	7	2	—	—	—	—	—	—	9
2. Visitor Information and Interpretation	—	3	5	7	2	—	1	—	—	18
3. Resource Protection and Monitoring	—	1	—	3	—	—	—	—	—	4
4. Land Ownership/Access Adjustment	2	—	1	—	—	2	1	—	2	8
5. Partnerships	—	3	—	1	—	—	—	—	—	4
6. Tourism Programs	—	2	2	1	—	—	—	—	—	5
7. Volunteers	1	2	—	1	1	2	3	—	—	10
8. Facilities	—	1	3	—	2	—	—	—	—	6
9. Permits, Fees, and Concessions	—	1	—	—	—	—	—	—	—	1
<b>Totals</b>	<b>3</b>	<b>20</b>	<b>13</b>	<b>13</b>	<b>5</b>	<b>4</b>	<b>5</b>	<b>0</b>	<b>2</b>	<b>65</b>

Table 1-6.2 details each implementing action and assigns the implementing role to one or more of the three levels of the Colorado BLM organization as appropriate.

Table 1-6.2

Time Frame (yr.)	Priority	Responsibility			Action Item
		SD	DM	AM	
Challenge #1 — Marketing					
'90	1	x	x	x	Expand, update, and use statewide rec. mailing list in all outreach efforts.
	2	x	x	x	Provide specialized marketing training for recreation specialists & managers.
	3	x			Develop strategy to increase public understanding of BLM rec. program trends.
	4	x	x	x	Develop Colorado BLM rec. marketing plan.
	5	x	x	x	Create task force to recommend new term for "Public Lands" (ongoing).
	6	x	x	x	Modify Rec. Mgmt. Inf. Sys. to improve accuracy and useability.
	7	x	x	x	Develop methods to make accurate visitor use estimates for the Rec. Mgmt. Inf. Sys. data base.
'91	8	x			Review Supplemental Guidance/plans for consistency with RMA priorities.
	9	x	x	x	Develop external Colorado BLM newsletter.
Subtotals for Marketing		9	7	7	



Table 1-6.2 continued

Time Frame (yr.)	Priority	Responsibility			Action Item
		SD	DM	AM	
Challenge #2 — Visitor Information/Interpretation					
'90	1	x	x	x	Improve BLM visibility with uniforms and identification of all field vehicles.
	2	x	x	x	Develop series of visitor information brochures and pamphlets (ongoing) for: (1) statewide recreation program, (2) different kinds of activities, and (3) RMA-specific areas.
'91	3	x	x	x	Provide customer service training for all public contact personnel (ongoing).
	4	x	x	x	Improve after hours visitor services and communication with the public.
	5	x	x	x	Educate managers on visitor information and interpretation.
	6	x	x	x	Participate in special sports/travel shows and develop exhibits for the road.
	7	x	x		Develop series of TV & radio paid PSAs to promote awareness of BLM & Public Lands (ongoing)
'92	8	x			Intensify visitor information coordination with state governments.
	9	x	x	x	Increase number of on-the-ground personnel.
	10	x	x	x	All BLM offices affiliate with cooperative associations.
	11	x	x	x	Establish visitor information "welcome centers" at all field offices.
	12	x	x	x	Place trained volunteers or seasonal employees in each "welcome center."
	13	x	x	x	Establish BLM information outposts.
	14	x			Set training/performance standards for visitor information/interpretive staff.
	15	x	x	x	Develop minimum stds. for information and interpretive programs and apply them.
'93	16	x	x	x	Prepare/implement public outreach plans in all districts.
	17	x	x	x	Encourage cooperative efforts with other Federal agencies.
'95	18	x	x	x	Develop multiple-use demonstration areas to interpret BLM's multiple-use mission.
Subtotals for Visitor Information		18	16	15	
Challenge # 3 — Resource Protection & Monitoring					
'90	1	x	x	x	Assess need for increased on-the-ground presence by RMA.
'91	2	x	x	x	Develop monitoring guidelines and standards and incorporate into all RAMPs.
'92	3	x	x	x	Expand resource protection/monitoring training for resource specialists.
	4	x	x		Develop MOUs with other agencies to expand monitoring capabilities (ongoing)
Subtotals for Resource Protection		4	4	3	

Table 1-6.2 continued

Time Frame (yr.)	Priority	Responsibility			Action Item	
		SD	DM	AM		
Challenge # 4 — Land Ownership/Access Adjustment						
'89  '91 '94  '95 '97  8	1	x	x	x	Develop strategy for active L&WCF participation.	
	2	x	x	x	Determine comprehensive recreation easement/land acquisition needs (ongoing).	
	3	x			Develop access support data for budgeting.	
	4	x	x	x	Actively pursue exchanges/acquisitions cooperatively with state government.	
	5	x	x		Develop partnership opportunity awareness both internally and externally.	
	6	x	x	x	Assess existing/develop alternative easement and acquisition strategies.	
	7	x	x		Assess Colorado land repositioning/consolidation programs & strategies for access.	
	8	x			Develop strategy for active L&WCF participation.	
Subtotals for Land Ownership and Access		8	6	4		
Challenge # 5 — Partnerships						
'90   '92	1	x	x	x	Obtain recognition for BLM cooperative partnerships in the media, signs and brochures, movie credits, etc.	
	2	x	x	x	Consider partnership opportunities in all recreation RMPs, RAMPs, and Project Plans.	
	3	x			Develop partnership opportunity awareness both internally and externally.	
	4	x			Work with State SCORPs to integrate BLM rec. opportunities & ensure complementary mgmt.	
Subtotals for Partnerships		4	2	2		
Challenge #6 — Tourism Programs						
'90          '91  '92	1	x	x	x	Obtain BLM seat on the four westernmost Colorado Regional Tourism Boards (CTB).	
	2	x	x	x	Actively work with the CTB to: (1) support marketing & promotional progs. (2) assist in identifying/recognizing significant BLM recreation resources. (3) support development/marketing strategies to encourage in-state travel. (4) issue use authorizations to attract visitors to Colorado. (5) promote Colorado through recreation & interpretive facilities to increase domestic and international travel.	
	3	x			Provide national, state, regional, and local tourism centers listing of rec. opportunities/attractions/events on BLM lands.	
	4	x	x		Contribute feature articles to state and private tourism organizations.	
	5	x	x	x	Participate with local Chambers of Commerce & communities in tourism meetings & confs.	
	Subtotals for Tourism Programs		5	4	3	

Table 1-6.2 continued

Time Frame (yr.)	Priority	Responsibility			Action Item
		SD	DM	AM	
Challenge #7 — Volunteers					
'89	1	x	x		Establish a full-time volunteer coordinator position at the State Office.
'90	2	x	x	x	Each office develop volunteer project directories to encourage BLM sponsorship.
	3	x			Develop list of available volunteer groups, skills, and BLM's obligations to vols.
'92	4	x	x	x	Develop accurate "cost-benefit" data on use of volunteers.
'93	5	x	x		Where feasible, incorporate potentials for using hosts into rec. facility design.
'94	6	x			Establish annual volunteer recruitment, project, and training goals.
	7	x			Develop national volunteer recruitment campaign.
'95	8	x	x	x	Assess opportunities to increase mgmt. visibility on the ground in SRMAs using hosts.
	9	x			Develop internal and external communication channels to use campground hosts.
	10	x			Assist Washington in developing guidance on volunteer and partnership agreements.
Subtotals for Volunteers		10	5	3	
Challenge #8 — Facilities					
'90	1	x	x	x	Inventory/evaluate rec. maintenance on all existing facilities.
'91	2	x	x	x	Develop a detailed strategy and schedule for new facility construction.
	3	x	x		Evaluate all rec. facilities to determine: (1) annual maintenance costs (2) condition (3) consistency with recreation program objectives (4) potential for generating user fee receipts (5) feasibility of adding amenities to meet L&WCF criteria.
	4	x			Compile support data for PYBP recreation construction and maintenance budgeting.
'93	5	x			Maintain ready list of repair/resource protection projects.
	6	x			Evaluate rec. roads and trails to develop maintenance cost data.
Subtotals for Facilities		6	3	2	
Challenge # 9 — Permits Fees, and Concessions					
'90	1	x	x	x	Assess adequacy of SRP/RUP fees in all RMPs/RAMPs.
Subtotals for Permits, Fees, & Concessions		1	1	1	
Total Number of Actions by Office		65	48	40	

\* **Note:** SD means the Colorado State Director at the Colorado State Office in Lakewood. DM means the four BLM District Managers at District Offices in Craig, Grand Junction, Montrose, and Canon City. AM means the eleven Area Managers at Resource Area Offices at each of the four District Office locations and at Kremmling, Meeker, Glenwood Springs, Gunnison, Durango, Alamosa, and Lakewood.



## Commitments for Ongoing Programs and New Initiatives

This strategy is comprehensive. It deals with things both old and new. Each is addressed separately in the following outline. Things old include ongoing programs where Colorado BLM is already doing something. Other programs are initiatives new to Colorado BLM (e.g., tourism and marketing). While some have been on the agenda for quite some time, they have received little funding support in recent years and are therefore, for all practical purposes, completely new (e.g., visitor services and recreation construction).

The following policy and program sections address what Colorado BLM is committed to do and how they will make it happen through the programs emphasized.

### Direction for Ongoing Programs

#### Policy

**Diversity.** Colorado BLM will manage the Public Lands to ensure that they maintain their unique characteristic offering of the widest diversity of natural resource recreation available in the nation, providing opportunities ranging from unregulated, unstructured, and unconfined activities in the wide open spaces of extensively managed areas to the more intensively managed and regulated activities within Special Recreation Management Areas.

**Resource Dependency.** Colorado BLM will take overt measures to provide resource dependent kinds of recreation which are tied to the character of Public Lands and waters.

**Resource Protection and Monitoring.** Colorado BLM will monitor and manage natural, scenic,

and cultural resources of the Public Lands so as to retain their distinguishing characteristics, quality, and availability for public outdoor recreation use.

#### Land Ownership and Access

**Adjustment.** Colorado BLM will seek land ownership adjustments to improve access, to provide access to other lands in public ownership that are presently blocked but provide highly valued kinds of recreation, and to reposition lands into more cohesive and more manageable units. These adjustments will be based on mutual needs of the landowners and BLM; potential overall public need, demand, and benefits; and resource protection considerations.

#### Planning, Use Limits, and

**Allocation.** Through land use plans and Recreation Activity Management Plans, Colorado BLM will determine the appropriate recreation management direction for its Public Lands and facilities, visitors, and the kinds of administrative actions it employs. It will welcome and encourage public involvement and participation in these planning processes. RAMPs are required and will generally be completed only for Special Recreation Management Areas. Each RAMP will establish Recreation Character Class prescriptions, the types of recreation activities to be emphasized, and recreation carrying capacities.

If amounts and/or types of use exceed prescribed carrying capacity levels, and either the environment or the user's experience would be altered beyond the degree of change deemed acceptable by management objectives, use limits will be imposed. That amount of use must then be allocated among various recreation activities (e.g., boating and fishing) and kinds of use within

the same activity (e.g., commercial and private, rafting and kayaking). Indirect measures — such as facility design, vehicle access, and signing — will first be exhausted to reach management objectives before resorting to direct use regulation.

#### Special Recreation Permits and

**User Fees.** Colorado BLM will continue issuing Special Recreation Permits to provide for commercial, competitive, and certain organized events to ensure resource protection, reduce user conflicts, and promote visitor safety. Permits may also be used to authorize use by individuals or groups in order to accomplish management objectives.

User fees will be assessed to offset the cost of managing and maintaining recreation resources including those used commercially and competitively, scarce and limited recreational resources, or those areas requiring special management. This includes fees associated with Special Recreation Permits for dispersed use as well as Recreation Use Permits at developed sites. Amounts charged will reflect a fair return to the government.

#### Programs

**Volunteers Program.** The need to provide on-the-ground visitor contact, particularly within Special Recreation Management Areas, is tremendous. Opportunities exist to substantially improve public service and protect critical resource values through the use of volunteers. Highly visible recreation resources like the San Juan Triangle, Ruby Canyon-Black Ridge, Gunnison Gorge, and Dolores River generate significant public interest and recreation visitation. Additional capability will be sought to meet Departmental directives for ex-



BLM Rangers

panded use of volunteers and to help accomplish Recreation 2000 objectives. The greatest obstacle to expanding use of volunteers is the lack of staffing to provide adequate supervision. Additional funding for essential volunteer supervision, support equipment, and travel will be identified to expand and maintain a more far-reaching and effective volunteers program.

**Ranger Program Expansion.** Until 1988, Colorado BLM had almost no on-the-ground management presence nor recreation enforcement capability. Consequently, BLM initiated a ranger program by hiring their first ranger in 1988 to provide law enforcement and visitor services in the Grand Junction Resource Area. A second ranger was hired in 1989 by the Montrose District.

Unlike park rangers, to which the public is most accustomed, BLM

rangers are not solely involved in recreation patrols. These are on-the-ground multiple-use resource managers, visitor contacts, and law enforcement specialists. In addition to recreation, they provide management and law enforcement support for a variety of other programs including forestry, lands, minerals, wildlife, and range management. Collateral duties include area search and rescue coordination, emergency medical services coordination, and liaison to media and other law enforcement partners.

The Montrose District plans to expand capability with another ranger, the third in Colorado, in 1991. Pressing and unmet workloads involve patrol and visitor contact for the Dolores River, patrol and surveillance for recreation on Anasazi ruins, and visitor management and resource protection in the San Juan Triangle area.

Need for a fourth ranger has surfaced in the Craig District. A Craig District ranger would provide front line liaison between recreational visitors, other Public Lands users, and BLM. In addition to primary visitor services and resource protection work loads, this position would also provide liaison with other nonrecreation Public Lands users and enforcement related to cultural resources, forestry, range, and energy and minerals actions and rehabilitation. Other workloads would include interpretive services, emergency services, and search and rescue liaison with local government and other agencies.

More than one million user days annually adjacent to the Western Slope's largest metropolitan community make BLM a major outdoor recreation provider in the Grand Junction area. Need for a fifth ranger position has been identified here in



order for BLM to become more responsive to on-the-ground visitor services needs, resource protection, and related law enforcement actions.

#### **Land Ownership Adjustments.**

For nearly a decade, Colorado BLM has been unable to obtain significant funding for land and easement acquisition through the Land and Water Conservation Fund (L&WCF). However BLM received \$806,000 in 1989 and plans to increase the size of the program in subsequent years. A number of land exchanges are in the works, but to date, the success rate has been low. BLM needs to work harder and provide better coordination with their partners to "block-up" the Public Lands through more land exchanges, tenure adjustments, and acquisitions to improve manageability and allow the public to access their lands more readily. This will be accomplished

through a more active Access, Transportation, and Rights-of-Way (ATROW) program.

#### **Wild and Scenic Rivers Studies.**

Under Congressional amendments to the National Wild and Scenic Rivers Act (P.L. 90-542, October 2, 19968), formal studies were completed a number of years ago on the Dolores, Gunnison, and lower Colorado Rivers in Colorado. Each was determined to be suitable as Wild and Scenic Rivers and recommendations for designation were sent to the Congress, but none have yet been designated at the writing of this report.

Current BLM policy guidance is substantially changed from the way things have been done in the past. Previously these evaluations were completed only by formal amendment of Wild and Scenic Rivers (W&SR) legislation. Potential

designations, including all rivers on the National Park Service's Nationwide Rivers Inventory (NRI) list, will now be systematically identified and evaluated through BLM Resource Management Plans (RMPs) or special studies consistent with USDA-USDI Guidelines. BLM will assess applicable river segments for their eligibility; complete potential classifications as either wild, scenic, and/or recreational; and make determinations of suitability through the RMP process, subject to funding and scheduling limitations.

Both the Yampa and Upper Colorado Rivers were included on the NRI list. However, both the Little Snake RMP for the Yampa and the Kremmling/Glenwood Springs RMPs for the Upper Colorado have already been completed. Therefore, formal plan amendments will have to be completed to study both rivers. The Director has already committed



Carlos Savage

*Colorado River, recommended suitable for Wild & Scenic River designation*



BLM to study the Yampa River, pending receipt of adequate funding, in resolution of a Little Snake RMP protest. Local governments and conservation organizations are now eager to study the Upper Colorado's W&SR potentials as well. To complete these studies would respond to Congressional mandates of the W&SR Act itself and to the USDI-USDA Guidelines approved by the Secretary in 1982 for eligibility, classification, and management.

Initial eligibility and classification determinations are also being made on the Rio Grande River, concurrent with development of the San Luis RMP. Available funding may not allow making suitability determinations within the RMP framework; if it does not, then a more costly RMP amendment will be required to determine suitability.

**Off-Highway Vehicle Designation.** Part 8340, 43 CFR, requires designation of all Public Lands into one of three categories with respect to motorized OHV use: "open," "limited," and "closed." Formal designation is accomplished through land use plans and requires: (1) applying of specific criteria relating to soil, water, and air; wildlife and wildlife habitat; recreation user conflicts; and wilderness values; and (2) providing the public a reasonable opportunity to comment on designations proposed.

The following outlines OHV designation status of the 8,288,840 acres of Public Lands administered by BLM in Colorado.

- 39 percent has not yet been addressed.
- 61 percent has been identified for designation in BLM's land use plans including:
  - 5 percent identified as "closed."

- 18 percent identified as "limited." In "limited" designations, travel may be restricted to existing or designated routes, certain seasons of the year, to permitted use only, and so forth.
- 38 percent identified as "open."
- Of the 61 percent identified for designation in land use plans, 23 percent has not been formally designated for lack of implementation funding. Only 38 percent has been formally designated in the *Federal Register*, including:
  - 24 percent designated "open."
  - 11 percent designated "limited."
  - 3 percent designated "closed."

This means that OHV designations have yet to be implemented on nearly two-thirds of total Public Lands acreage in Colorado. Designations have yet to be implemented on 6 of the 11 Colorado BLM Resource Areas: the Uncompahgre was scheduled for implementation in 1989; the Little Snake, White River, and San Luis in 1991; the Royal Gorge in 1992; and the Northeast, being scheduled for ultimate disposal, is indefinite.

Rather than relying on areawide signing, BLM will use OHV designation maps as the primary means for informing visitors. Signs will be placed at key ingress-egress points and at major routes to closed and limited areas.

Part 8364, 43 CFR, Closures and Restrictions, and Part 8365, 43 CFR, Rules of Conduct, provide for restrictions on public use, for closure of areas to public use, and for certain minimal rules for sanitation, occupancy and use, vehicle operation,

public health and safety, and use of property to maximize public use and enjoyment while minimizing user conflict and damage to the lands.

## Vision for New Recreation Initiatives

### Policy

**Visitor Services.** Colorado BLM recognizes its obligation to provide for visitor awareness and appreciation, information, interpretation, protection and direction, and emergency services and law enforcement tailored to the specific kinds of resources and users involved. It will emphasize an on-the-ground presence and informational and interpretive facilities where visitor use is more concentrated. Where use is more dispersed, it will provide more low key visitor services in recognition of the need to preserve opportunities for experiencing challenge and risk as people explore and discover things on their own. Services will be provided to protect resources, ensure their continued availability, promote visitor safety, reduce conflicts among recreation and other users, and encourage compliance with established management objectives and, in some cases, regulations.

**Marketing.** Colorado BLM will develop, keep current, and implement a marketing plan outlining its strategy to inform the public about types, locations, and availability of the most diverse multiple-use recreation opportunities in Colorado. It will market these opportunities in partnership with Colorado's tourism entities, cooperatively with other agencies (as through the Colorado Outdoor Recreation Resource Project), and independently through a series of high-quality visitor information and interpretive materials.

**Tourism Partnerships.** A major new initiative is Colorado BLM's tourism program. BLM will build and maintain partnerships with the Colorado Tourism Board, its Regional Boards, and with local Chambers of Commerce to market Colorado BLM's own distinctive recreation opportunities. It is essential that Colorado BLM increase its long-term cooperative working relationships with these organizations, as well as with national and other regional tourism organizations. Potential for other such partnerships also needs to be explored with local governments and other agencies, user associations, and the private sector.

Factors arguing for such increased cooperation are the close proximity of the lands BLM manages to communities throughout the Western Slope and nearness to Front Range metropolitan areas, their intrinsic and economic value to the people of Colorado and the nation, and the economic necessities of efficiently maximizing public recreation benefits for the good of all concerned. Tourism Partnerships are imperative to ensure recognition, protection, and maintenance of the unique and highly valued character of BLM managed Public Lands.

**Construction and Maintenance.** Colorado BLM will develop recreation facilities when needed either to protect Public Land resources or accommodate public recreation demand, ensuring that both issues are kept in balance and reflect fiscal responsibility. Facilities such as recreation sites, roads, trails, visitor centers, and related facilities will be programmed for construction when: (1) they will enhance resource dependent recreation; (2) they are needed to help manage BLM lands or protect resources; (3) they are best provided by BLM; and (4) they complement rather than compete with the specific kinds of recreation

provided by other public and private recreation facilities in the area.

Colorado BLM will maintain recreation facilities in a manner and to standards that foster public pride of ownership, protect natural resources and public visitors, and protect the public investment. Quality maintenance is critical to making a good impression on visitors that encourages their wise use and stewardship of both the facility and the Public Lands. Only those sites which meet BLM recreation program objectives will be retained; all others will be closed or their management transferred to another manager under a partnership arrangement with BLM.

**Professional Development.** Colorado BLM will support professionalism and career development for recreation and related resource management specialists by promoting formal training, varied work experience, and participation in professional organizations, workshops, and conferences.

### **Programs**

**Tourism Program.** Colorado has become one of the nation's primary destination recreation states. With the continued decline in traditional commodity programs, the Governor continues to emphasize the importance which Colorado's strategic natural resources play in the economic revitalization of a sluggish statewide economy. Colorado BLM plays a major role in this growing emphasis as residents and visitors alike spend increasing amounts of leisure time on the Public Lands.

This program will involve a major commitment to provide targeted visitor information and interpretive materials to vacationers and the tourism travel industry. Practical considerations involve including names and addresses of nearby Chamber and Resort Associa-

tions on BLM's recreation brochures, cooperating with the Colorado Tourism Board's Welcome Centers, and being an active participant in the activities of Regional Tourism Boards in each of the Travel Regions where BLM Public Lands exist.

In addition to improved visitor information, this strategy also requires a much greater commitment to providing facilities (see item 4 on the previous page). This increased emphasis on visitor services and developed facilities represents a major change for Colorado BLM, bringing these two important recreation components more in line with the agency's traditional commitment to resource management. When targeted towards specific needs, this program will help BLM accomplish its highest priority challenges — visitor information/interpretation and resource protection/monitoring — and will ensure that facilities "fit" the natural resources for which they are intended.

**Visitor Information and Interpretation.** BLM will place higher priority on public information and education to better define the kinds of recreation available on Colorado Public Lands. A standard design for all Colorado BLM recreation information brochures and maps will be adopted to communicate with "one voice" to the public; interpretive designs will be flexible to fit with the subject matter. A major effort will be launched to develop adequate quantities of brochures/maps depicting (1) the availability of BLM recreation statewide, (2) specific types of recreation (e.g., rivers, trails, etc.), and (3) area-specific recreation opportunities (by RMA).

Recreation displays, maps, and literature will be made available at the redesigned field office "welcome center" entrances. Through addi-



tional staffing (employing trained volunteers and seasonals), key offices will have people available during off-hours to better serve inquiring visitors. Visitor information and interpretive materials will also be made available to the Tourism Board's Welcome Centers by cooperating with natural history associations and with Chamber of Resort Associations.

BLM will implement a major visitor services initiative at the Colorado State Office to market their recreation to over 2 million Front Range residents and to serve as a strategic "visitor center" contact point for adjacent Interstate 70 tourism travel. This will include a permanent recreation interpretive/informational display and a variety of natural history literature that will be provided in partnership with a cooperating association.

#### **National Back Country Byways.**

As part of BLM's national commitment to promote scenic byways, Colorado BLM is implementing a two-fold effort. The program's primary focus is to dedicate "Back Country Byways" where BLM has the opportunity to fill a unique niche in the National Scenic Byways system. BLM will also participate in Scenic Byways efforts on major road systems that pass through scenic areas on Public Lands. BLM is entering into a partnership with a corporate sponsor to bring greater public visibility to some of the Public Lands' more outstanding visual landscapes. The goals of this program are to help meet increasing demands for pleasure driving in back-country environments; to facilitate effective partnerships with the private sector and governments at local, regional, state, and national levels; and to contribute to local and

regional economies by increasing the tourism industry's awareness of outstanding Public Lands recreation attractions and by enhancing visitors' onsite experiences through information and interpretive programs.

**National Designations.** For some of Colorado's most nationally significant BLM recreation lands, appropriate national designations will be sought to raise their visibility, obtain essential management funding, and enhance the agency's responsiveness to demonstrated public recreation needs. This will improve BLM's credibility as a major Federal recreation provider. These national recreation systems include, among others, national conservation areas, national recreation areas, national wildernesses, national wild and scenic river systems, national scenic and recreation trails, and national scenic areas.



Don Bruns

*Alpine Loop National Back Country Byway, San Juan Triangle SRMA*





## **PART II**

# ***COLORADO BLM RECREATION IMPLEMENTATION PLAN***

**PART II**  
**COLORADO BLM**  
**RECREATION**  
**IMPLEMENTATION PLAN**

Chapter 1. Introduction and Purpose

Chapter 2. Area Implementation  
Plans



## INTRODUCTION AND PURPOSE

### Recreation Management Area Strategy

This section sets forth area-specific plans for implementing the strategy outlined in Part I. These are outlined by Recreation Management Areas. RMAs are geographically distinct areas identified and managed as separate units based on similar or interdependent recreation values, homogeneous or interrelated recreation uses, land tenure and use patterns, or administrative efficiency. Colorado BLM presently has 34 such areas.

The extent and type of recreation management on Colorado's Public Lands are differentiated according to these RMAs which reflect the nature of recreation opportunities, use, legal administrative requirements, and resulting public issues and management concerns.

Colorado BLM believes that most of this land should be managed to continue providing wide-open

spaces reminiscent of the Old West, where people can get away from it all. The agency wants to ensure that dispersed recreationists such as hunters, campers, and OHV enthusiasts, can continue to access these lands and not be bothered by intensive management and special rules and regulations. Some minimal rules and regulations for wise public use and stewardship, however, are essential in these areas. Such areas are called Extensive RMAs. In Extensive RMAs, BLM fulfills its stewardship responsibilities through a largely custodial role. Colorado BLM has 11 Extensive RMAs, each corresponding to the 11 BLM Resource Areas.

There are, however, a limited number of more heavily-used areas which require intensive management to maintain their highly valued quality, to improve public services to visitors, and to provide essential

facilities necessary either for resource protection or to accommodate public recreation use. These are areas of national or international significance and require detailed Recreation Area Management Plans. There may be none or several Special RMAs in each Resource Area; Colorado BLM has 23. Major investments in visitor assistance and facilities are authorized in these areas to:

- Provide the recreation which would become unavailable or denied to the public without intensive management,
- Eliminate resource damage problems,
- Solve health and safety problems, or
- Resolve resource-recreation user conflicts.

### Recreation Management Area Priorities and Rationale

As the closing section of Part I indicated, in the short-term BLM will have to make hard choices about what will be forgone and what can be accomplished. Funding support for this initiative may not blossom overnight. As the Colorado BLM organization gears up to provide adequate staffing and professional

and technical expertise, the Recreation 2000 strategy will gain momentum. As it does, BLM should be able to expand their "product line" and focus on other equally diverse and highly-valued, though less "marketable," areas. But even by the year 2000, BLM recognizes that it will be difficult to give equal attention to all

recreation management areas. Therefore, this strategy identifies higher priorities for more immediate management attention and corresponding lower priorities where only minimal custodial management may occur.

As part of this strategy, all 34 RMAs have been prioritized (See

Table 2-1.1), consistent with the intent of Recreation 2000 and based on the following rationale. The highest priority are those which best:

- *Enhance Visibility* of BLM Public Lands: some areas have greater potential to make people aware of the existence of the Public Lands.
- *Emphasize Public Lands Diversity*: some areas better

illustrate the highly varied multiple-use character of BLM lands.

- *Recognize national Significance*: some areas are important not only to Colorado, but also nationally, and perhaps even internationally.
- *Underscore Uniqueness*: some areas have special distinguishing features which set them apart from all others, either in

the State of Colorado or nationally.

- *Demonstrate BLM Credibility*: as a recreation manager: some areas have the kinds of physical, social, or managerial characteristics that give them special potential to correct the public's inaccurate perception of BLM as a second rate recreation manager.

## Recreation Character Classes

The three basic components of all natural resource settings are recreation resources and facilities (physical), visitor use (social), and management actions (managerial). Each of these factors influences the basic nature or character of recreation activities and experiences available to all participants in any given area.

Each area of BLM lands can be classified into one of six standard Recreation Character Classes based on the above three components. This framework may be used either to classify existing resource characteristics or to prescribe management objectives. When used to prescribe objectives, as it is here in Part II, these classes describe the intended characteristics of the land itself, its

use for public recreation, and how it is to be managed. Among other things, objectives for the three basic recreation components of each of Colorado BLM's 23 Special Recreation Management Areas are defined in terms of the six Recreation classes; definitions for each class and each component are summarized on the in Table 2-1.2.

- Physical characteristics (land and facilities) consider:
  - the area's remoteness and accessibility
  - its degree of naturalness
  - type and amount of land improvements and developed facilities
- Social characteristics (visitor

use and evidence thereof) consider:

- numbers and types of contacts with others
- evidence of other people's use of the area
- Managerial characteristics (actions employed to care for the land and serve the visitors) consider:
  - on-the-ground visitor management controls and regulations
  - multiple-use management practices
  - whether or not vehicles are allowed and which types are being used

## Structure of Area Implementation Plans

The following five-part narratives are all structured the alike:

1. Description - The first section describes the resource, its current recreation use, and current management.
2. Management Issues - A future-oriented set of management issues that need attention by BLM comprises the second section.

3. Management Objectives - Measurable statements of management intent are summarized in the third section, including Recreation Character Class prescriptions.
4. Proposed Management Program - A summary of BLM's management program included in the fourth section outlines projected management of:

- three basic natural resource recreation components including:
  - resource protection and rehabilitation
  - visitor information and interpretation, indirect visitor controls, and direct use regulation or allocation
  - developed facility construction and maintenance
- targeted realty actions

including access and acquisition

- basic administrative considerations including external coordination, studies and monitoring, staffing, and special designations

5. Projected Funding Needs - The fifth section is a brief narrative clarification for the summary tables included at the end of Part II. Custodial funding includes only:

- Nondiscretionary work obligations that must be met, such as management actions, providing on demand public information, administration and operation costs that occur irrespective of program funding;
- Maintenance of the usefulness of facilities for purposes constructed;
- Meeting public demand for issuance of Special Recreation Permits; and
- Resource protection to prevent resource damage from recreation oriented activities.

Table 2-1.1

Priority	Recreation Management Area	Special	Extensive <sup>1</sup>
1	San Juan Triangle	x	
2	Ruby Canyon-Black Ridge	x	
3	Gunnison Gorge	x	
4	Anasazi	x	
5	Arkansas River	x	
6	Dolores River	x	
7	Powderhorn Primitive Area	x	
8	Gold Belt Complex	x	
9	Upper Colorado River	x	
10	Dominguez	x	
11	Grand Valley	x	
12	Rio Grande River	x	
13	Gateway	x	
14	Upper Yampa River	x	
15	Thompson Creek	x	
16	North Sand Hills	x	
17	Deep Creek	x	
18	Eagle River	x	
19	Cochetopa Canyon	x	
20	Glenwood Springs		x
21	Hack Lake	x	
22	Gunnison		x
23	Little Snake		x
24	Blanca	x	
25	Grand Junction		x
26	White River		x
27	Uncompahgre		x
28	Bull Gulch	x	
29	Royal Gorge		x
30	Piceance	x	
31	San Juan		x
32	San Luis		x
33	Kremmling		x
34	Front Range (i.e., Northeast Resource Area) <sup>2</sup>		x

<sup>1</sup> Extensive - Area boundaries equal Resource Area boundaries.

<sup>2</sup> Although Front Range is in the closest proximity to the greatest number of Coloradans, the land use plan recommends disposal because of these lands' fragmented configuration and difficulty of administration. Their disposal will consider highest priority recreation and public purpose needs.



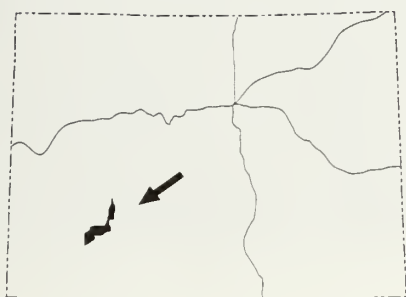
Table 2-1.2

**RECREATION CHARACTER CLASSES**

Back Country	Walk - In	Semiprimitive Motorized	Roaded Open Country	Highway-Rural	Developed Urban
<b>Physical Characteristics (Land and Facilities)</b>					
An undisturbed natural environment with few to no facilities.	A largely undisturbed natural environment with few facilities, hardly noticeable.	A largely undisturbed natural environment, providing few facilities, hardly noticeable.	A modified landscape, retaining its natural appearance and providing rustic facilities to protect the land and to ensure visitor safety.	A substantially modified landscape having both manmade and natural features, providing several facilities to manage and accommodate greater numbers of users.	Landscape dominated by roads and recreation facilities which are numerous and accommodate more intensive and specialized types of recreation activities.
<b>Social Characteristics (Visitor Use and Its Evidence):</b>					
Very few to no contacts with other people and very little evidence of others.	Few but some contacts with other people and little but some evidence of other users.	Few but some contacts with other people and little but some evidence of other users.	Moderate use occurs so that contact with others is expected but not continual, with neither common nor dominant evidence of other users.	Moderate concentration of users and frequent, even continual, contact with others, with the evidence of other users being common.	High concentration of users and large numbers of people within the area and nearby, with evidence of other users being dominant.
<b>Managerial Characteristics (Management of the Land and Facilities, the Visitors, and Other People):</b>					
Almost no visitor management controls or regulations. Free of all land uses that noticeably affect the landscape. No motorized use is allowed.	Only a few visitor management controls or regulations are noticeable. Free of most land uses that noticeably affect the landscape. No motorized use is allowed.	Only a few visitor management controls or regulations are noticeable. Free of most land uses that noticeably affect the landscape. Motorized use occurs, usually only off-highway vehicles.	A moderate amount of visitor management controls and regulations are noticeable. Law enforcement personnel are sometimes visible. Land uses like grazing may be evident. Regular auto use as well as off-highway vehicle use occurs.	Several visitor management controls and regulations are very noticeable. Law enforcement personnel are moderately visible. Land uses like grazing, mining, and water developments may be present. Regular highway vehicles are allowed and common.	Numerous visitor management controls and regulations are in effect. Law enforcement personnel are highly visible. Intensive land uses may dominate the landscape. Regular highway vehicle use is allowed and is a dominant feature of the landscape.

### AREA IMPLEMENTATION PLANS

#### San Juan Triangle *Special Recreation Management Area* CO03603 & CO03803



#### Description

Lying in the San Juan Mountains between the towns of Lake City, Silverton, and Ouray, and north of Lake City adjacent to the Lake Fork of the Gunnison River, the San Juan Triangle contains extremely rugged and colorful volcanic mountains. Three peaks over 14,000 feet dominate the area. The area is characterized by massive 13,000-foot peaks dissected by deep glaciated valleys which are headwaters for the Uncompahgre, Animas, and Lake Fork of the Gunnison Rivers. Vegetation ranges from alpine tundra (above tree line) to spruce, fir, and aspen forests. Cirques and talus covered slopes, along with numerous rushing streams, cascades, waterfalls, and lakes add diversity and beauty to this spectacular alpine landscape, unique among BLM administered

lands. Many roads, often remnants of the wagon routes opened by miners in the late 1800's, provide access to the area. Associated remnants from historic mining operations help characterize the area. Furthermore, the San Juan Triangle contains *eleven* Wilderness Study Areas.

BLM has long recognized an intense need to manage and protect the unique recreational resources. In 1964, BLM contracted with the National Park Service to prepare a recreation management plan for the area. In 1966, a withdrawal to protect scenic and recreational values was enacted along the "loop road" through the heart of the Special Recreation Management Area. The 1974 Management Framework Plan (MFP) recommended formal designation of the area as the American Flats National Resource Management Area; draft legislation and additional withdrawals were prepared. Although the designation concept could not be executed because of difficulties with land status and ownership patterns, BLM objectives and philosophies have not altered. Management mode has always been and will continue to be one of protection and controlled utilization of the special recreation

features and values in this unique SRMA.

This area, comprised of approximately 135,000 acres, receives around 550,000 recreation user days per year. BLM conducted a detailed 1984 survey of visitor use in the San Juan Triangle. Visitors surveyed came from at least 38 states and 3 foreign countries, making this a nationally significant area. Visitors participated in 93 different activities, suggesting the rich diversity of recreation opportunities in this area. In order of preference the ten activities most preferred were:

1. Motorized Recreation (jeep, four-wheel drive, ATV, motorcycle)
2. Back-country recreation (hiking, mountain climbing, backpacking)
3. Sightseeing
4. Fishing
5. Camping
6. Photography
7. Picnicking
8. Environmental enjoyment and nature study
9. Rockhounding
10. Exploring old mining towns

The recreation setting preferred by most people is a predominantly



*Outward Bound rock climbing in Henson Creek, San Juan Triangle SRMA*

natural environment with few noticeable impacts of man. Visitors want a few rustic facilities, like four-wheel drive roads, restrooms, and campgrounds, but do not want a lot of evidence of other users.

The experiences most preferred in order of preference were:

1. Viewing the scenery
2. Being close to nature
3. Getting away from usual demands
4. Changing daily routines
5. Enjoying family activities
6. Experiencing tranquility
7. Experiencing new and different things
8. Learning about the area

In short, the diversity of the area is reflected in the diversity of its users. People come from all over

Colorado and all over the nation to enjoy the beauty of these mountains, drive their roads, hike their trails, and fish their lakes and streams.

Management direction for the San Juan Triangle is guided by the 1986 American Flats/Silverton and Lower Lake Fork Special Recreation Area Management Plan. The plan focuses on visitor information and education, recreation vehicle programs, visitor health and safety, resource protection, land tenure adjustments, facility development, and maintenance. Cooperative agreements with the USFS and NPS are in place to help accomplish necessary maintenance. Cooperative agreements with the Department of Highways and local counties to maintain roads and roadside facility developments also exist. A combination BLM/USFS summer field

office is utilized in Lake City, supported by manned visitor information centers in Silverton and Lake City. Special fish management regulations are in effect on Henson Creek and on the Upper Lake Fork of the Gunnison. Because Henson Creek is Lake City's domestic water supply, "no camping" regulations are in effect on the Public Lands adjacent to the river below Capitol City. Vehicle use in this fragile area is limited to designated roads and trails. Signs and maps help implement these OHV designations. Visitor services, maintenance, and resource protection actions have been accomplished with seasonal employees and volunteers since the late 1960's. Visitors to the SRMA are served by a recreation opportunity guide published by BLM entitled the *Alpine Explorer*.



## Management Issues

**Alunite Mining on Red Mountain (and Redcloud Peak WSA).** This portion is valued for its diverse recreation settings, activities, and experience opportunities. Proposed mining would reduce the diversity of Primitive and Semiprimitive, Nonmotorized recreation in the largest and most pristine block of contiguous Public Land.

**Compatibility of Land Uses.** The manner and degree of BLM land management actions affect the suitability and appeal to attract and sustain recreation use. The same holds true for actions on adjacent or contiguous private lands.

**Resource and Facility Protection.** The primary considerations are resource degradation from recreation use, indiscriminate motorized vehicle disturbance, facility deterioration, and erosion (most typically in the tundra areas).

**Visitor Information and Safety Needs.** An increasingly urbanized visitor clientele is growing more and more out of touch with the land, its inherent sensitivity, its hazards, and safety hazards posed by uninformed visitors. The resulting need for instilling in visitors a responsible stewardship use ethic is becoming progressively greater.

**Monitoring, Use Supervision, Facility Development and Administration.** Staffing and funding are both inadequate to implement Recreation Area Management Plan actions and to develop and maintain programmed facilities.

## Management Objectives

The great diversity of topography, land ownership patterns, types of available recreation, and user

preferences within the San Juan Triangle suggest having both area-specific and area-wide management objectives.

### Area-Specific Objectives

**Lower Lake Fork of the Gunnison River.** The Lower Lake Fork encompasses that portion of the SRMA from Lake City downstream to the Curecanti National Recreation Area. Ensure that BLM lands and facilities, visitors, and all recreation management actions are characterized by Roded Open Country guidelines (See Table 2-1.2). Manage BLM lands primarily to provide fishing, general recreation, and access to adjacent BLM and FS lands.

**Animas River Drainage.** This section lies south and west of Engineer and Cinnamon passes. Due to the scattered, irregular, and intermingled nature of private and Public Lands, the existing extensive network of roads, and the importance of vehicular recreation, Public Lands in this area are managed primarily to provide for motorized recreation (four-wheel drive, motorcycle, ATV) and sightseeing opportunities in a Semiprimitive Motorized setting. Such management also provides access for other recreation, such as mountain climbing, car camping, winter recreation, mountain biking, photography, rockhounding, hiking on and off trails, and back-country camping.

**Weminuche Contiguous, Whitehead Gulch, and West Needles Contiguous WSAs.** These WSAs are currently managed under BLM's Interim Management Policy, prohibiting impairing activities. Characterized as Walk-In (see page 71), these areas will continue to be managed under Interim Management Policy until Congress makes a

decision about their suitability as wilderness. If designated as wilderness, the WSA's will be managed in accordance with BLM's Wilderness Management Policy. If not designated as wilderness, lands, visitors, and management actions will be Semiprimitive Motorized in character, focused on providing opportunities for dispersed motorized recreation, mountain biking, picnicking, nature study, camping, hunting, mountain climbing, photography, hiking on and off trails, and access to more primitive zones.

**Silverton Watershed.** Manage lands, visitors, and administrative actions in Boulder Gulch under Walk-In setting criteria to protect existing critical resources.

**Upper Lake Fork and Henson Drainages.** This is the motorized core area of the San Juan Triangle, lying south and west of Lake City. The Loop Road is the major route for most visitor uses, which are sightseeing and motorized vehicle recreation. It also provides access for the whole region. BLM will maintain the integrity of lands and facilities within this corridor's Roded Open Country and Semiprimitive Motorized settings. Visitors and administrative actions will also be managed under the same character class criteria to provide for heavy use by recreation vehicles (four-wheel drives, motorcycles, ATVs, and mountain bikes) and for access to adjacent recreation opportunities such as fishing, car camping, mountain climbing, hunting, sightseeing, picnicking, and photography.

**Red Cloud Peak, Handies Peak, and American Flats WSAs.** These areas comprise the nonmotorized core area of the San Juan Triangle, receive the vast majority of back-country use, and are currently managed under BLM's Interim

Management Policy, prohibiting impairing activities. Exhibiting Back-Country and Walk-In settings, they will continue to be managed under the Interim Management Policy until the Congress makes a decision about their suitability as wilderness.

If designated as wilderness, they will be managed in accordance with BLM's Wilderness Management Policy. If not, the lands and facilities, visitors, and administrative actions will conform to Walk-In recreation character class criteria. Targeted activities would include mountain climbing, nature study, photography, hiking on and off trails, and back-country camping.

**Slumgullion Earthflow.** This area is significant as a National Natural Landmark. Because of this, and because of the instability of the soils in the area, the land and facilities, visitors, and administrative actions for the Slumgullion Earthflow will be managed as a Walk-In area in the summer. This will provide opportunities in interpretation, photography, and geologic study. In the winter, portions of the Lake City Snowmobile Trail will be managed under Semiprimitive Motorized setting.

**Other Areas.** Lands and facilities, visitors, and management actions on the remainder of the area will follow guidelines of a Semiprimitive Motorized setting to provide opportunities for dispersed motorized recreation, mountain biking, access to more primitive zones, fishing access, picnicking, winter recreation, nature study, car camping, and hunting - all consistent with existing OHV designations.

#### Objectives for Entire SRMA

- Place priority on maintaining a wide range of recreation settings and activities, preventing or reducing

resource degradation caused by indiscriminate or excessive recreation use, and providing for visitor health and safety.

- Develop and maintain recreation facilities to sustain the natural character, which attracts most people to this area. Provide only basic facilities, such as rustic campgrounds, trails and trailhead parking, restroom facilities, and fishing access within the less developed interior. This allows the commercial sectors of Lake City, Silverton, and Ouray to provide more facility dependent services, such as lodging, restaurants, commercial campgrounds, and equipment rentals, in more developed settings.
- Ensure public access to Public Lands throughout the SRMA by maintaining access easements on exchange tracts and by negotiating access easements with private land owners for public access to scarce recreation opportunities or large tracts of Public Land.
- Implement interpretation and education actions to identify and describe recreation opportunities, explain resource protection rationale, and outline measures for public health and safety.
- Increase fishing opportunities through stream habitat improvement, increased public access, improved signing of existing easements, and cooperation with the Colorado Division of Wildlife effective stocking and fisheries management.

## Proposed Management Program

### Resources

- Increase BLM road and trail patrols during the high summer use and hunting seasons to promote minimum impact recreation use and discourage vandalism of signs, recreation facilities, and historic sites.
- Coordinate with the appropriate local entities to help clean up, stabilize, protect, and preserve historical sites.
- Construct no additional recreation facilities that would increase camping or intensive day use in tundra areas or aspen stands.
- Discourage campfire use on tundra and tundra transition areas.
- Prioritize rehabilitation of unauthorized vehicle routes and repair or realign eroded trail segments.
- Prevent recreation vehicle use along unauthorized routes by placing physical barriers and contouring, stabilizing, and revegetating the first 100 feet of route.
- If existing management tools prove to be inadequate for maintaining Walk-In settings, particularly in the Red Cloud and Handies Peak WSAs, withdraw the area from mineral entry to prevent the deterioration of these unique recreation resources.
- Modify the existing OHV designations to open the

existing Cleveland Gulch Road to recreationists along with other existing roads not currently open that do not pose threats to visitor safety, do not cause resource degradation, and can be effectively managed by BLM.

- Close and rehabilitate one of the two parallel American Basin routes, keeping the best of the two open and maintained to recreation use.
- Prevent deterioration of Public Land meadows in the Capitol City, Burrow's Park, Sherman Townsite, and Nellie Creek Areas by appropriate signing and OHV enforcement.
- Conduct a complete inventory of mine-related hazards on Public Lands and take appropriate steps to reduce safety hazards by signing and/or physical barriers.

#### Visitors

- Develop specific informational brochures for major recreation activities, such as motorized recreation, back-country recreation, fishing, hunting, winter recreation, and exploring the area's historic sites.
- Increase BLM patrols during the high use season. Emphasize education to recreationists about environmental consequences of recreation vehicle activities, minimum impact camping, and responsible use of Public Lands.
- Establish a "campground host" program at Mill Creek Campground including occasional campfire programs

about the natural world, to increase awareness of BLM programs and to promote awareness of recreation opportunities in the area.

- Provide back-country patrols and interim management protection for Wilderness Study Areas.
- Continue to provide visitor use supervision, visitor contact, and the supervision of seasonals and volunteers. Also provide hunter contact and use supervision of commercial guides and outfitters in the fall.
- Increase the viability of the recreation program through increased visitor use supervision, facility and signs maintenance, and visitor contact in the Silverton area.
- Maintain a Semiprimitive Nonmotorized zone in the Boulder Gulch drainage to prevent contamination of Silverton's domestic water supply.
- Prepare an informational brochure on the Lake Fork of the Gunnison for rafters and kayakers, to be available at the boating access point near Red Bridge Campground.

#### Facilities

- Develop and maintain an effective sign program in cooperation with the counties including:
  - directional signs at intersections, junctions, and turnoffs
  - informational signs at major points of interest and recreational facilities

- regulatory signs needed to inform the public of existing OHV designations, camping restrictions, etc.
- public-private land, Wilderness Study Areas, and fishing easement boundaries
- educational signs to improve public awareness of resource degradation actions
- safety signs to alert the public about hazardous areas or conditions

- Provide regular patrol and maintenance or replacement of damaged or missing signs. Annually inspect the condition of signs and sign posts at the end of each use season. Reorder signs and posts, as necessary, and replace at the beginning of the next use season.
- Consider using solar composting toilets for new construction and replacement units, especially in difficult to reach areas.
- Provide scheduled, routine cleaning and maintenance at all developed facilities during the peak use season.
- Utilize seasonal and/or volunteer employees for facility maintenance. Contract maintenance is an alternative.
- Repair, recondition, and replace facilities and recondition, close, or rotate use at undeveloped sites, as necessary, to prevent resource degradation.
- Continue the "pack your trash" system at undeveloped sites and at the isolated toilets.



- Maintain or reroute trails, utilizing seasonal or volunteer labor. Contract trail maintenance is an alternative.
- Implement an “adopt a trail” maintenance program using groups willing to provide volunteer public service.
- Incorporate specific road maintenance needs into revised cooperative agreements with Hinsdale and San Juan Counties.
- Continue to plant evergreen seedlings in selected spots in Mill Creek Campground to provide shade and campsite screening, and to provide for species conversion before complete aspen stand deterioration.
- Construct a small parking area adjacent to State Highway 149 at the Lake Fork fishing access point between Lake City and Lake San Cristobal, (T. 43 N., R. 4 W., Sec. 10 NESW) in cooperation with the Hinsdale County road crews if possible.
- Develop small vehicle parking area and a foot bridge near the confluence of Alpine Gulch and Henson Creek.
- Construct a toilet facility at the Silver Creek trailhead and delineate vehicle parking with appropriate barriers.
- Maintain the Slungullion interpretive pullout to provide interpretation, parking, toilet, and adequate room for unloading snowmobiles for Lake City Snowmobile trails.
- Develop and maintain

primitive trails in the following areas:

- (1) Silver Creek from Burrow’s Park to the summits of Red Cloud and Sunshine Peaks.
  - (2) Cooper Creek from Burrow’s Park to Cooper Lake.
  - (3) Cataract Gulch from Cottonwood Creek to the USFS boundary.
  - (4) The Waterdog Lake Trail from Lake City to Waterdog Lake.
  - (5) Alpine Gulch from Henson Creek over Grassy Mountain Saddle, to Williams Creek Campground.
  - (6) Cuba Gulch from Snare Creek to the USFS boundary.
  - (7) Grizzly Gulch from Burrow’s Park to Handies Peak.
  - (8) The Handies Peak Trail from American Basin past Sloan Lake to Handies Peak.
- Improve and maintain existing primitive trails in the following areas:
- (1) Cunningham Gulch from the Highland Mary mine to the USFS boundary.
  - (2) The Bear Creek Trail from the Engineer Pass Road to the USFS boundary.
  - (3) The Boulder Gulch/South Fork Animas River Trail from the Animas Road to the Eureka Gulch Road.
  - (4) The Whitehead Peak Trail from Deer Park to the USFS boundary.
  - (5) The Molas Lake Trail from Molas Lake to the Animas River.

- Develop toilet facilities at the base of Minnie Gulch and near the Eureka Townsite on Public Lands if possible.
- Develop a trailhead, toilet, and parking facility near the terminus of Cunningham Gulch Road.
- Drill a well and maintain hand pump facilities to supply drinking water for the Red Bridge Campground and the Gate Recreation Site.

### **Realty Actions**

- Acquire and develop public access to Public Lands east of State Highway 149 between Lake City and Trout Creek (Ryan Ranch).
- On a willing seller basis, acquire private parcels in Silver and Cooper Creek Drainages.
- Consolidate Public Land holdings by acquiring private parcels, through land exchanges with willing landowners, that degrade or threaten the area’s recreation potential.
- Retain desirable fishing and/or access easements on all Public Lands selected for sale or exchange.
- Secure public access to priority Public Lands “land-locked” by private ownership through negotiations with willing landowners.
- Evaluate new roads developed by other resource uses in Semiprimitive Motorized and Roded Open Country settings for suitability of use



Don Bruns

*Glissading near Cinnamon Pass, San Juan Triangle SRMA*

by the recreation public and open if appropriate.

- Acquire Sherman Townsite Area for recreational use.

#### **Administration**

- Cooperate with the DOW in identifying appropriate fishing easements which could be acquired through Section 8 mitigation by the Bureau of Reclamation or with Land and Water Conservation Fund monies.
- Coordinate with town or county information centers, interpretive associations, and other interested parties to prepare, fund, and distribute informational brochures, including Silverton and Ouray Chambers of Commerce.
- Continue cooperation and support for the Lake City Visitor Center.
- Continue to rely on the county sheriffs and local volunteer search and rescue organizations for such operations.
- Pursue citation authority for use by BLM supervisory personnel. In the meantime, pursue and maintain law enforcement agreements with the Hinsdale and the San Juan County Sheriffs.
- Revise cooperative road maintenance agreements with San Juan and Hinsdale Counties to include the placement of snow poles delineating road location during snow removal, and to improve drainage or establish culverts in boggy areas which now cause resource damage from detours.
- Continue to participate in the NPS agreement that covers cooperative management of the segment of the Lake Fork from Red Bridge down to Blue Mesa Reservoir.
- As long as economically favorable, continue to contract with the USFS for the disposal of solid and liquid wastes from developed sites.
- If feasible, enter into a cooperative agreement with the USFS for contracting liquid



waste disposal for accessible facilities planned in the Animas River Drainage.

- Continue to provide staffing with a combination of permanent, seasonal, and volunteer personnel. Employ at least two uniformed seasonal employees from July through September for visitor service and resource protection actions.
- Enlist volunteer assistance through agreements with various organizations, individuals, and clubs. Continue positive and aggressive efforts to accomplish specific project and program work, such as Cataract Bridge, Animas Forks toilet, and the Challenge Grant Program.
- Continue regularly scheduled meetings with local Colorado Outdoor Recreation Resource Project (CORRP) group to ensure public/private sector

coordination and action plan implementation.

- Continue and accelerate cooperative efforts with local historical groups to maximize recreational/interpretive potentials of historical resources.

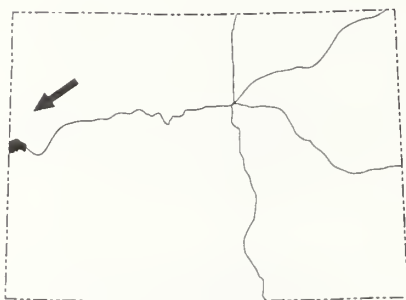
## Projected Funding Needs

Minimum custodial recreation funding of \$57,000 is needed annually, including \$26,000 for visitor services and resource protection, and \$31,000 for maintenance.

In 1990 and 1991, increased presence, increased maintenance, and trail construction will require funding. The Cunningham Trailhead and easements will also require funding in 1990, as will the Maggie/Eureka sites and inholding acquisition in 1991. Continuing annual budgeting of on-the-ground presence, trail construction and maintenance, and easement and inholding acquisitions will be necessary

through the year 2000. In 1992, funding considerations will include construction at Silver Creek, and in 1993, there will be a National Conservation Area (NCA) designation/dedication, as well as construction of the Lake City visitor contact station. Staffing (recreation technicians, ranger, interpretive, seasonals, and volunteers) and housing will also be considerations. Construction at Lake City should be completed in 1994, and an increase in building maintenance funds will be necessary. In 1995, funding will be needed for construction of the Silverton visitor contact station and for staffing (no ranger) and housing. Funds will also be needed for the Alpine Gulch Trailhead. Construction and staffing at Silverton should be completed in 1996, and increased building maintenance will again be necessary. In 1997, it will be necessary to budget for increased maintenance and the Cataract Trailhead. In 1998, funds will be needed for an addition to the Mill Creek Campground Loop, and in 1999, the Red Bridge Campground will be renovated.

## Ruby Canyon-Black Ridge Special Recreation Management Area CO07605



### Description

The 90,000-acre Black Ridge/Ruby Canyon Special Recreation Management Area includes the Black Ridge Canyons and the Ruby

Canyon of the Colorado River. Principal features of Black Ridge are 12 slickrock canyons and intervening remote mesas with sheer cliff faces on their perimeters. The Black Ridge area contains the Black Ridge West Wilderness Study Areas. It also contains the largest concentration of natural stone arches anywhere in the State of Colorado. Some of these arches are spectacular; most occur within two of the largest, Rattlesnake and Mee, canyons. Forming the northern RMA boundary is Ruby Canyon, a predominantly "ruby red" slickrock canyon.

Predominant recreational use of

the Black Ridge uplands and canyons is for hiking, but it is also used for some hunting. A new hiking trail provides foot access to the Rattlesnake Canyon arches from the outskirts of Grand Junction. Much of the hiking and hunting access involves use of four-wheel drive access roads along the southern boundary of the RMA. There is also one low elevation two-wheel drive access area near Fruita, Colorado, that provides relatively easy urban access to the RMA on a nearly year-round basis. Floatboating in Ruby Canyon accounts for most recreation visitation within the area. The river





Eric Finstick

*Cave located in Mee Canyon, Ruby Canyon-Black Ridge SRMA*

is also how most people access the Black Ridge Canyons. Ruby Canyon is considered flatwater and, as such, is popular with canoeists as well as with traditional rafters and kayakers. Boating in Ruby Canyon is also tied to the challenging whitewater of downstream Westwater Canyon in Utah. About half of all Ruby Canyon boaters continue on through Westwater.

The Black Ridge WSAs have been recommended by BLM as suitable for wilderness designation. Ruby Canyon has been studied and found suitable for scenic river designation under the National Wild and Scenic Rivers System.

The existing management program is fairly complex. Negotiations are underway to acquire, using Land and Water Conservation funds, lands adjacent to Loma boat launch for expanding and improving site capacity. Similar negotiations are

underway to acquire additional high value shoreline in Ruby Canyon and adjacent to Black Ridge WSA, also using Land and Water Conservation funds. Land exchange or purchase negotiations involving all remaining private land in Ruby Canyon (seven parcels) and some additional land adjacent to Black Ridge are also underway.

River management efforts involve implementing minimum impact camping guidelines in Ruby Canyon to disperse site use, issuing Special Recreation Permits for 12 commercial raft companies and 2 hunting outfitters, and managing SRPs cooperatively with the BLM Moab District. Closely related to management of the river itself are trail and trailhead management efforts underway in Jones Canyon, Knowles Canyon, Rattlesnake Arches, and Pollock Bench. OHV management restrictions and

closures, primarily WSA related, also continue to be implemented.

Some key visitor services actions include preparation of a Rattlesnake Arches brochure and Ruby/Westwater Canyon river map, and installation of signing for WSAs, Public Land boundaries, and visitor encouragement to pack out trash. A rather intense public information effort concerning Ruby Canyon and Black Ridge continues. Both areas maintain public notoriety due to regular press coverage and a growing public understanding that not all slickrock recreation is in Utah.

Some noteworthy administrative actions include maintenance of a temporary mineral withdrawal in Ruby Canyon to protect scenic river values. No shooting zones have been put into effect at Rattlesnake Arches and the Loma Boat Launch for visitor protection, and protective river corridor management involves

VRM Class I and II utility restrictions.

## Management Issues

### Resources

- Management of potential land acquisitions including presently irrigated land and unique residential real estate.

### Visitors

- Dispersing overnight use in Ruby Canyon to better utilize camping locations.
- Management of road accessible zones in Ruby Canyon including Crow Bottom, the mouth of Knowles Canyon, Gibson land, and Gore land.
- Management of the urban influence zone near Fruita in the Pollack, Flume, and Devils Canyon areas.
- Special management needs at Rattlesnake Arches to protect these highly valued resources.
- Suitable public information for hikers and boaters dealing with access, land ownership, interpretation, and use restrictions.

### Facilities

- Loma Boat Launch Site management needs.

### Access

- Access needs at the Loma Boat Launch Site.
- Hunting access.
- Access coordination along the higher elevation south side of Black Ridge (i.e., county road

maintenance and seasonal limitations).

### Administration

- Potential wilderness designation.
- Potential Scenic River designation under the National Wild and Scenic Rivers System.
- Potential for allocating and rationing outfitter use in Ruby Canyon.
- OHV restrictions, particularly public road closures in Black Ridge.
- Enforcement of OHV designations, curbing illegal outfitting, and WSA IMP violations.
- Coordinating river flows to benefit boating and fish and wildlife.
- Coordination with management of the newly created Loma State Wildlife Area - boundaries, access, and public use.
- Potential for National Park Service expansion that would include this area as part of the Colorado National Monument.

## Management Objectives

- Maintain Back-Country and Walk-In recreation characteristics of the land, facilities, visitor use, and BLM management actions in most of the Black Ridge Area. Maintain Walk-In characteristics adjacent to public boat and vehicle access points (i.e., at trailheads and mouths of

canyons) and at river shore-line campsites not accessible by road.

- Maintain Semiprimitive Motorized recreation characteristics of the land, facilities, visitor use, and BLM management actions at road access points and along the river (i.e., Crow Bottom and the mouth of Knowles Canyon).

## Proposed Management Program

### Resources

- Manage road accessible zones in Ruby Canyon to protect river bottom environment (vehicles only on designated roads, campfire restrictions, minimum impact car camping, pack your trash). Provide for continued vehicle access to Crow Bottom, mouth of Knowles Canyon area.
- Ensure protection of four threatened and endangered fish species from public use.
- Maintain “let burn” wildfire policy in WSA, and full suppression within riparian zone in Ruby Canyon (with the constraint that no resulting surface disturbance will be noticeable to the casual observer 1 year following fire suppression actions).

### Visitors

- Continue to respond to public use and interest in the area, and to resource management issues such as fire policy, mountain biking, wildlife management, hunting access, public information needs, livestock management, and so forth.

- Continue river shoreline camping restrictions.
- Continue to attempt informal campsite use rationing in Ruby Canyon. If use and issues increase substantially, develop an allocation/rationing permit system.
- Provide site use supervision (safe parking, vandalism reduction). Utilize combination of volunteers and BLM staff to provide adequate site supervision (24 hours/day, 8 months/year).
- Provide special management at Rattlesnake Arches to accommodate public use and protect natural environment (no target shooting, minimum impact camping for hiking and car campers, campfire restrictions, use restriction to established trails in some areas, development of special brochure on area).
- Provide a detailed hikers guide/river use map for the RMA, including management restrictions and interpretive information; provide other public information as needed.
- Provide better, more timely public information on seasonal road conditions.

### **Facilities**

- Upgrade the Loma Boat Launch to include expanded shoreline boat launching space, overnight camping, and river ranger station capability (possibly a trailer).
- If the Spann property at Loma is acquired, protect and manage the historical struc-

tures for public benefit, and possibly as an interpretive center for Ruby Canyon/Black Ridge area, and river ranger accommodations. Reroute Kokopelli's mountain bike trail along river on property.

### **Realty Actions**

- Acquire the Loma boat launch.
- Transfer management of irrigated land for inclusion in adjacent Loma State Wildlife Area.
- Acquire/exchange for all private land in Ruby Canyon from willing landowners.

### **Administration**

- Continue scenic river management under VRM Class I and II requirements, mineral withdrawal, utility restrictions, and river shoreline camping restrictions.
- Fully implement public OHV restrictions (closures in Black Ridge, existing roads at some locations in Ruby Canyon).
- Coordinate river flows to benefit boating and fish and wildlife management.
- Manage the urban influence zone near Fruita to accommodate appropriate back-country types of recreational use and to minimize resource damage.
- Coordinate management of the Loma State Wildlife Area to develop manageable boundaries and provide adequate but controlled public access and land use.

- Coordinate road maintenance on Black Ridge and BS roads to provide continued public vehicle access to southern edge of RMA.
- Withdraw RMA from mineral entry to provide long term resource protection for recreational values.
- Ensure that special/educational land uses are compatible with resource management objectives and provide some public benefit.
- Continue coordination of land use issues that involve both Utah and Colorado (cross state land exchanges, SRPs for river and hunting outfitters, public access).

## **Projected Funding Needs**

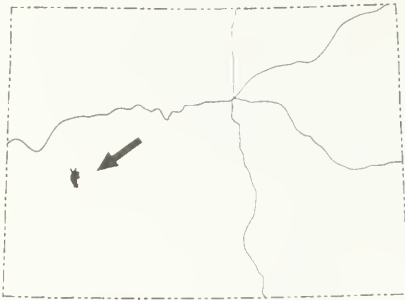
Minimum custodial recreation funding of \$61,000 is needed annually, including \$40,000 for visitor services and resource protection, and \$21,000 for maintenance. Funding needs also include dollars for related realty actions, law enforcement ranger, river compliance officer, volunteer coordination, cartographic assistance, construction needs at the Loma Boat Launch, visitor information specialist position, recreation technician, Ruby Canyon RAMP update, map printing, program coordination, fire monitoring, WSA IMP, historical structure management (Spann Ranch), mineral withdrawal State Office Engineering Services support, and SRP files clerk. Funding needs do not include coordination, information requests, or special study requirements generated by the National Park Service.



## Gunnison Gorge

### Special Recreation Management Area

#### CO03404



### Description

The Gunnison Gorge Special Recreation Management Area, with approximately 64,000 acres, provides superlative kayaking, rafting, hiking, and primitive camping opportunities in an undisturbed back-country environment. Its principal feature is the Gunnison River, traversing the inner gorge of a double-walled canyon system. The Gunnison is recognized as a world-class large trout fishery. Four steep trails provide only nonmotorized access to the inner canyon. Action-oriented activities complement more passive forms of recreation within the adjacent Black Canyon of the Gunnison National Monument.

Administrative actions on the area to date illustrate the area's outstanding character. In 1979, 26 miles of the river, through both the Gorge and National Monument, were recommended for "wild" designation under a study Congressionally mandated by amendment of the Wild and Scenic Rivers Act. The Gunnison Gorge (21,364 acres) was identified in 1982 as a BLM Wilderness Study Area and has been recommended as suitable for wilderness designation. Also in 1982, the Colorado Division of Wildlife designated this segment of the river a "Gold Medal Trout Water," providing the highest quality

of fishing for large trout. DOW has determined that the river within the Gorge is the "best" fishery within the state, having the highest density of larger than 16-inch trout in Colorado.

Total annual visitation for the area is 11,150 visits. There were 1,478 known boating use visits in 1986. Use for 1987 increased 47 percent to 2,172 boaters. The 1988 drought produced extremely low water causing use to drop to 1,280 boaters. Nonboater visitation in 1988 is estimated at 7,000 bank fishermen. In addition to heavy private recreation use, BLM issues 15 strictly regulated commercial use authorizations: 11 commercial floatboaters, 1 jetboat operator, 2 walk-in fishing outfitters, and 1 horse packer. A relatively smaller portion of total Gunnison Gorge Recreation Lands visitation consists of motorcycle, ATV, and four-wheel drive use. It occurs on designated roads along outer canyon rims and on open "play" areas in the western and southern portions of the SRMA.

Current management direction for the Gorge is outlined in a 1985 Recreation Area Management Plan and a 1988 Addition. Management actions are focused primarily to protect and preserve natural features and values. A use allocation system has been implemented to keep use within established carrying capacities with a competitive system utilized to select river outfitters. Increasing private use may "trigger" other additional management actions such as private use permits for hikers, fishermen, and floatboaters. Other visitor management actions include on-the-ground visitor contacts and user education, and some very limited maintenance. Since 1984 BLM has had an increased volunteer and seasonal

management presence within the Gorge. Commercial outfitters also provide additional, very effective protection by keeping a watchful eye on resource problems and other visitors.

BLM has retained the semi-primitive character of the Chukar Road. The Chukar Trail, primary boating access into the canyon, has been relocated in damaged areas to avoid steep eroding slopes. The Wilderness Study Area has been closed to motorized and mechanized (bicycle) vehicle use. Other resource protection actions in place include mandatory use of firepans, portable toilets, and group size limitations. Old uranium and gypsum exploratory and access roads have been partially rehabilitated. Much of the area has been signed for specific OHV designations. The area has three "developed" trailhead facilities and two restrooms. The DOW has reintroduced river otter and bighorn sheep to the canyon.

### Management Issues

The following are current management issues:

- Protection of wilderness values within the WSA under BLM's Interim Management Policy.
- Increased recreation use resulting in compacted soils, trampled vegetation, and visitor congestion with reduced opportunities for solitude.
- Need for continued use allocation to avoid user conflicts between commercial outfitters and private users.

- Maintenance of Chukar Trail to minimize resource damage from commercial river outfitter horse packing operations to the river.
- Accelerated litter, sanitation, campfires, and user conflicts from increasing hike-in fishing use at limited and fragile shoreline sites.
- Increased OHV use outside the canyon and illegal trails use within the inner gorge.
- Needs to post and maintain existing access routes.
- Review of proposed hydro-electric projects (e.g., Tri-County and Delta's Smith Fork) within the area.

## Management Objectives

Management objectives within the gorge prescribe maintaining unmodified natural resource characteristics and ensuring consistency with Wilderness IMP. Emphasis within the gorge is on providing opportunity for activities including floatboating, fishing, and hiking. Management outside the gorge rims and the WSA is less restrictive, focused primarily on providing off-highway vehicle recreation.

There are four management units, each with a specific prescription:

1. Along the river, within the innermost canyon (also the WSA), prescriptions are to:
  - Ensure that the land and facilities are managed according to Back-Country, visitors according to Walk-In, and recreation management actions according to

Highway-Rural character class criteria.

- Manage essentially free from the evidence of man, with few facilities.
- Prohibit motorized use except for the lower 3 miles.
- Prohibit all land uses that noticeably affect the landscape.
- Maintain a high probability of experiencing isolation from the sights and sounds of other users.
- Provide an environment offering a high degree of risk and challenge, closeness to nature, and user self-skills.

- Establish carrying capacity of 75 persons per day, not to exceed six to ten daily group encounters (between on-river floatboating parties, no more than six encounters/day; between on-river shoreline parties, no more than ten encounters/day).

2. Prescribed management between the outer rim and inner gorge is to:

- Ensure that the land and facilities, visitors, and recreation management actions are managed according to Walk-In character class criteria.
- Manage largely free from the evidence of man, with few, hardly noticeable facilities.

- Strictly limit or prohibit motorized use.
- Allow onsite facilities for livestock and visitor use administration, but encourage offsite administration.
- Stress protection of natural features in project design.
- Maintain a certain degree of risk and challenge, ensuring minimum contact with other users.
- Establish a recreational carrying capacity of 100 persons per day, not to exceed 15 daily group encounters.

3. Objectives for the unit lying outside the outer rim but excluding more traveled roads prescribes that BLM is to:

- Ensure that the land and facilities, visitors, and recreation management actions are managed according to Semiprimitive Motorized character class criteria.
- Provide a predominantly natural-appearing environment.
- Generally allow only subtle evidence of man, including motorized vehicle use.
- Manage for a low concentration but some evidence of users.
- Provide onsite interpretive facilities, roads and trails, trailheads and signs

designed to fit within the natural landscape.

- Establish a carrying capacity of 150 persons per day, not to exceed 20 daily group encounters.
4. Along most heavily traveled roads, prescribed objectives are to:
- Ensure that the land and facilities, visitors, and recreation management actions are managed according to Roaded Open Country character class criteria.
  - Maintain the natural appearance and allow evidence of land uses provided that they remain subordinate to the existing landscape.
  - Allow a moderate concentration of visitors, and allow encounters with others to dominate.
  - Allow for resource modification and utilization which harmonizes with the natural environment.
  - Encourage location of rights-of-way, utility corridors, management facilities, and other surface disturbances within this unit over others.
  - Allow regular automobile use as well as OHV use to occur.

## Proposed Management Program

### Resources

- Rehabilitate the Smith Fork gypsum mine, Duncan gypsum mine, Chukar uranium road, and other various road and way closures.
- Eradicate tamarisk.
- Continue all ongoing resource protection actions.

### Visitors

- Upgrade existing river map and education brochure to an interpretive river runner guide.
- Provide signing to help achieve river management visitor information and interpretive objectives.
- Provide OHV information, including signing, maps, and brochures.
- During heavy use periods educate gorge visitors on back-country and river ethics.
- Maintain roads to trailheads at minimum, semiprimitive standards.
- Maintain, but do not improve to high standards, the four trails into the Gorge.
- Maintain options to relocate trailheads further from the river to indirectly keep visitor use volumes within established carrying capacities.
- Continue administering commercial permit/allocation system.

- Implement a private boater permit system whenever carrying capacities are exceeded more than five times per year.

### Facilities

- Replace existing toilets at Chukar Trailhead and Gunnison Forks with solar composting units.
- Install and monitor effectiveness of pit toilets along the river.
- Improve trailhead developments and install trailhead barricades.
- Install mobile sanitation waste disposal system at Gunnison Forks.
- Continue to maintain roads and trails, site facilities, and dispersed use sites adjacent to the river, roads, and trails.

### Realty Actions

- Acquire legal public access on the McCluskey property along the river between the Smith Fork and the North Fork.
- Acquire other private land in or adjacent to the SRMA but only when the private landowner is willing, including:
  - private lands contiguous to the Gunnison Forks Wildlife/Recreation Site.
  - possible public access easements on the Smith Fork if public demand deems it necessary.
  - private land in the Red Canyon Area to improve manageability and for wildlife habitat.
  - private land near the Red



Rocks Area to improve public access for hiking, horseback, hunting, and vehicle use and for wildlife habitat.

#### Administration

- Work with NPS in preparation of its Congressionally mandated Black Canyon of the Gunnison Monument expansion study.
- Continue to work very closely with DOW on the fish management program and on monitoring efforts for otters, eagles, peregrine falcon, and bighorn sheep.
- Continue strict monitoring of commercial outfitters and private users.
- Continue monitoring day-use recreation sites and overnight campsites to minimize resource impacts.
- Continue to provide staffing with a combination of permanent, seasonal, and volunteer personnel.
- Continue to employ at least one uniformed seasonal employee from June to September for vehicle, foot, raft, and kayak patrol.
- Enlist volunteer assistance through agreements with various organizations, individuals, and clubs.
- Provide temporary tepee lodging in the gorge for two Student Conservation Association volunteers to collect onsite visitor information and to contact users.
- Continue cooperative kayak-raft patrol trips with DOW.
- Continue to utilize five member citizen's work group.

#### Projected Funding Needs

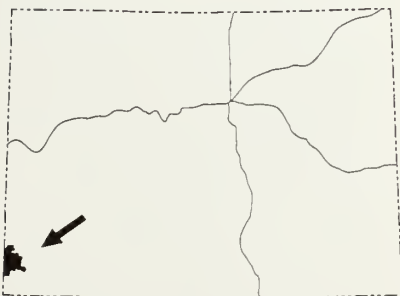
Minimum custodial recreation funding of \$28,000 annually has been identified including \$23,000 for recreation management and \$5,000 for maintenance.

Funding must be planned for

increased presence, signing, maintenance, toilets, and the McCluskey acquisition in 1990. In 1991, a National Conservation Area designation/dedication, a sanitation system, increased presence, and the Red Canyon acquisition will require funding. A visitor contact station is to be constructed in 1992, as well as a road to the station. This will require staffing with an NCA manager, ranger, interpreter, maintenance person, and recreation technician seasonals. In addition, maintaining recreation trails and the Red Rock Canyon easement will require funding. In 1993, budget must be planned for visitor contact station and road construction, continued staffing, recreation trails maintenance, and the Hulteen acquisition. In 1994, the budget should consider the previous year's needs, with accompanying maintenance increases. For the years 1995 to 2000, the above program should be continued and planned for, with an inflation hedge. (Note: Wilderness program should supplement recreation funding after wilderness designation.)

## Anasazi

### *Special Recreation Management Area CO03801*



#### Description

The Anasazi Heritage Special

Recreation Management Area covers the same general area as the Anasazi Culture Multiple-Use Area, an Area of Critical Environmental Concern designated through the resource management planning process in 1985. An important feature of both areas is the Anasazi Heritage Center (AHC) which was dedicated in 1988. Located west of Cortez, Colorado, the SRMA extends to the Utah border and includes about 156,000 acres.

This area contains important

cultural, recreational, and wildlife resources and opportunities in a roaded natural and back-country environment. It was the focus of the northern Anasazi development, with more than 100 cultural sites per square mile in many areas, representing the highest known archaeological site density per acre of any area in the nation. The total number of sites is estimated at no less than 20,000, many covering 10 acres or more. The SRMA includes developed recreation sites, such as Lowry Ruin



*Stabilization Team at Escalante Ruins, Anasazi SRMA*

and the Escalante Ruin Group, adjacent to the AHC. The SRMA exhibits a wealth of additional cultural resource development opportunities with Sand Canyon Ruins and Painted Hand Ruin being the most urgent priorities.

In 1976, the Dominguez and Escalante Ruins, located near Dolores, Colorado, were dedicated as part of the Dominguez-Escalante Expedition Bicentennial celebration. These ruins were placed in the National Register of Historic Places, and were opened to visitor use. The Dominguez and Escalante Ruins site is adjacent to the home of the AHC.

The pueblo style museum and curatorial facility was constructed for BLM by the Bureau of Reclamation as part of the McPhee Dam and Reservoir Project mitigation. The 40,500 square-foot facility contains more than 50 rooms which are divided into public, administrative,

and collections storage and laboratory areas. The public area includes an exhibit hall, 104-seat theater, library/temporary exhibit gallery, multi-purpose room, and museum shop. In addition, there is a Discovery Area which provides "hands on experience" for visitors. Visitor attendance at the AHC was 32,000 during the first 6 months it was open.

Aside from the AHC, visitor use is very dispersed and focused on interpretive and information opportunities provided by the wealth of cultural resources. These resources, combined with the isolated natural, scenic beauty and ruggedness of the several canyons and mesas, provide a unique recreation environment for the public to relate to and enjoy this ancient culture. These remote, dispersed, and unstructured cultural resource opportunities complement the highly regulated resources at Mesa Verde National Park. Three

Wilderness Study Areas—Cross Canyon, Cahone Canyon, and Squaw/Papoose Canyon—offer primitive and unconfined recreation opportunities. The McElmo Research Natural Area, established to provide a natural and undisturbed setting for research of unique herpetofauna, is located in the SRMA.

Management direction is guided by the San Juan-San Miguel RMP, but more specifically by guidelines set forth in the Anasazi Culture Multiple-Use Area ACEC Plan and also by the AHC Master Plan. On-the-ground management in the ACEC is extremely limited. Regularly scheduled combined wilderness/archaeology/patrol over-flights provide for limited monitoring in the ACEC; occasional monitoring and visitor services by seasonal and permanent personnel are randomly provided during heavier use periods.



## Management Issues

- Low standards and poor quality of developed recreation facilities—especially at Lowry Ruin and the Escalante Ruin group.
- Inadequate monitoring, patrol, and enforcement of cultural resource sites.
- Reluctance to ensure that cultural resource sites are recognized, protected, and made available for public use and enjoyment; heretofore the recreation potential of cultural resources and information has not “trickled down” to fully maximize public recreation opportunities.
- No Recreation Program funds have been available for use at the AHC to facilitate the recreation components of AHC operations, e.g., visitor services to include interpretation, visitor programs, or education and information opportunities. (Note: This same improper [lack of] funding appropriation also exists for building maintenance, recreation maintenance, and transportation maintenance programs.)
- Lack of visitor information, education, and safety needs - increase efforts to inform and educate the visitor concerning cultural resource ethics, recreation opportunities, interpretation, and safety precautions.
- Increased OHV use in sensitive areas resulting in resource disturbance.
- Increased recreation use resulting in reduced opportu-

nities for solitude in unique cultural resource setting.

- Inadequate or inferior quality signing, posting, and maintenance of access routes.

## Management Objectives

- Ensure that the land and facilities, visitors and recreation management actions are managed for Semiprimitive Motorized and Nonmotorized character to provide for dispersed recreation opportunities, featuring cultural resource values, back-country values and opportunities, hiking, backpacking, mountain biking, and other dispersed use opportunities.
- Implement information, education, and interpretation programs and actions that identify and describe SRMA recreation and cultural resource opportunities, explain the rationale for cultural resource protection, and outline measures for public use and law enforcement.
- Provide protection to cultural resource sites and perform necessary stabilization, restoration, and visitor use management utilizing the ACEC Management Plan as a guide.
- Upscale quality of facilities at BLM’s most visible developed sites, such as Lowry Ruin and Escalante Ruin Group.
- Ensure that all programs which help drive or support the operation of the AHC provide fair-share budget contribution.

- Manage the McElmo Research Natural Area to provide a natural and relatively undisturbed setting for research of nature herpetofauna and to provide public educational opportunities.
- Manage Cross Canyon, Cahone Canyon, and Squaw/Papoose WSAs in accordance with special provisions in the San Juan-San Miguel RMP; advocate back-country recreation values and features, thereby reducing the misconceptions that these types of opportunities can only be found in *designated* wilderness.
- Complement patrol and law enforcement activities with public education and awareness programs in cooperation with the AHC.
- Provide quality signing, posting, and sign maintenance on primary access routes through Public Lands.
- Manage the SRMA to provide a high degree of sensitivity for cultural and back-country values and for a high probability of solitude, inspiration, and mental challenge consistent with the preservation of these special values.
- Coordinate new facility development and existing facility improvements with AHC to optimally meet the needs and desires of the recreation public interested in such facilities.



## Proposed Management Program

### General

Planning for public use at cultural resource sites involves several standard measures which span and integrate the resources, visitors, and facilities components of the Proposed Management Program for the SRMA. These are:

- When sensitive sites, especially those with standing walls or fragile features, are utilized for recreation, they will be surface collected and stabilized prior to being made available for public use.
- In sensitive or heavily used areas, fragile petroglyphs and pictographs will be fenced.
- Sensitive sites will be signed and interpreted with emphasis placed on informing and educating the user as to potential impacts to these fragile resources. Education and interpretive components will be coordinated with AHC.
- Developed sites will be planned to accommodate the dispersed use-type visitor, with emphasis placed on education and information rather than comfort and facility-dependent development.
- Road and trail access to cultural resource sites will be kept primitive to provide site protection from intense use and to provide preferred setting and visitor experience outcomes.

- Diverse natural and cultural resources within the SRMA will be protected through the provision of visitor information, the presence of on-the-ground uniformed personnel, careful site planning, and facility construction.

### Resources

- Reclaim surface disturbance in Cross and Squaw/Papoose Canyon WSAs, which returns the landscape to its natural condition.
- Control weeds at Lowry Ruin Site on a regularly scheduled basis.

### Visitors

- Publish OHV map in conjunction with San Juan Resource Management Plan.
- Prepare generalized information, education, and interpretive brochure to help guide visitors through the SRMA. Coordinate with AHC.
- Organize public involvement programs (e.g., field trips, films, slide shows, adopt-a-site programs, volunteer activities and projects, etc.) in conjunction with the AHC and Anasazi Outreach Program.
- Develop specific interpretive brochure for Sand/East Rock Canyons.
- Arrange to obtain oral history of Sand Canyon with George Kelly.
- Provide visitor monitoring and contact in Sand Canyon during peak use season (2 days per week from 3/1 to 11/1).

- Direct visitation away from uninterpreted, unevaluated ruins in Escalante Ruin complex.
- Emphasize horse/foot and over-flight patrols, and increased on-the-ground presence.
- Emphasize indirect controls of visitors. Careful site design and an aggressive public information/education program will help limit the need for direct controls. However, some of the existing and potential conflicts in the area, combined with the resource damage/vandalism which currently occurs will require some direct controls. These will include a daily on-the-ground presence of law enforcement personnel, and possible limitation of public use at some sites.

### Facilities

- Completely renovate facility development and maintenance at Lowry Ruin and upscale facilities at Escalante Ruin Group. Interpretation and facilities will specifically be renovated at Lowry. Escalante Ruin interpretation and full site accessibility, plus consideration for a concrete trail, are priority actions.
- Sand Canyon Ruin and Painted Hand Ruin are highest priority sites for new development.
- Provide interpretive facilities at Sand Canyon Pueblo (upper end), which include signs, registration box, trail barriers, and parking.

- Provide trailhead facilities (lower end) at Sand Canyon/ East Rock Canyon to include parking, registration box, fence/gate barrier, and signing.
- Develop foot and horse trail system within Sand Canyon/ East Rock Canyon and provide for interpretive opportunities keyed to previously mentioned brochure.
- Prepare and implement site development plan at Painted Hand Ruin.
- Provide interpretive facilities at Cannonball Ruin complex.
- Determine interpretation potential at McLean Basin Towers and, if feasible, prepare and implement a development plan for the site.
- Following inventory, determine recreation development and interpretation potential for sites, site areas, or site groups such as Mockingbird Mesa, Cross/Ruin/Cow Mesa, Hamilton Mesa, Squaw/ Papoose Canyon, Cahone Canyon, Battle Rock, and Lightning Tree Tower Group.

#### Realty Actions

- No specific actions identified.

#### Administration

- Continue to work with NPS on doing Congressionally mandated study for Anasazi National Monument.
- Provide for visitor use monitoring, surveillance patrols, and visitor safety with

two full-time permanent law enforcement rangers.

- Supplement above program with seasonal and volunteer support.
- Coordinate surveillance program with local law enforcement agencies and consider contracting additional law enforcement.
- Coordinate all public involvement programs with AHC and Anasazi Education Outreach Program.
- Coordinate with NPS on a regularly scheduled basis to address any opportunities or problems regarding management of Hovenweep National Monument and adjacent Public Lands. (Consider assuming management of Hovenweep National Monument as part of SRMA.)
- Continue cooperative efforts between BLM and the NPS Stabilization Unit at Mesa Verde.
- Increase horse/foot patrols in sensitive areas throughout the SRMA to provide more on-the-ground presence and strict monitoring of visitor use at cultural resource sites.

### Projected Funding Needs

Minimum custodial recreation funding of \$83,000 is needed annually, including \$65,000 for visitor services and resource protection, and \$18,000 for maintenance.

Funding needs for 1990 include WSA reclamation (10,000), Lowry weed control (3,000), Sand/East Rock Canyon monitoring/contact

(7,500), rangers (25,000), patrol flights (5,000), Lowry renovation (75,000), AHC staff (50,000), and AHC building maintenance (25,000).

In 1991, funding will be needed for organization of public program (5,000), patrol ranger (25,000), patrol seasonals (7,500), patrol flights (5,000), Escalante improvements (75,000), law enforcement contracts (10,000), Sand/East Rock Canyon visitor monitoring and contact (7,500), AHC staff (50,000), AHC building maintenance (25,000), Lowry weeds (3,000), and WSAs reclamation (1,000).

Projected funding considerations for 1992 include an informational brochure (10,000), S/ER visitor monitoring and contact (7,500), patrol-combined needs (45,000), Lowry and Escalante incidental construction (10,000), law enforcement contracts (10,000), AHC staff (50,000), AHC building maintenance (30,000), Lowry weeds (3,000), and WSA reclamation (1,000).

In 1993, funding will be required for Sand Canyon/Escalante Ruins monitoring, etc. (7,500), patrol-combined (65,000), Sand Canyon development (Upper) (10,000), law enforcement contracts (10,000), AHC staff (50,000), AHC building maintenance (30,000), weeds (3,000), and WSAs (1,000).

Funding considerations for 1994 include Sand Canyon/Escalante Ruins brochure (3,000), S/ER monitoring, etc. (7,500), Sand Canyon development (Lower) (10,000), law contracts (10,000), patrol-combined (65,000), AHC staff (50,000), AHC building maintenance (35,000), weeds (3,000), and WSAs (1000).

In 1995, funds will be needed for Sand Canyon/Escalante Ruins monitoring, etc. (7,500), Painted Hand plan (5,000), patrol-combined (65,000), law enforcement contracts (10,000), AHC staff (50,000), AHC maintenance (35,000), new development maintenance (25,000), weeds

(3,000), and WSAs (1,000).

The 1996-1997 budget should take into consideration construction of the above program plus inflation adjustments, as well as Cannonball

Ruin interpretive facilities (3,000) in 1996 and McLean Basin Tower interpretive plan (5,000) in 1997. The program should also be planned for in 1998, only with an interpretive

plan for all other potential sites (7,500). Continuation of the above general program should be planned for 1999 to 2000.

## **Arkansas River**

### ***Special Recreation Management Area***

### **CO05701**



### **Description**

The major drainage system in southeastern Colorado, the Arkansas River originates in high valleys surrounded by the Collegiate Peaks. It descends through the scenic Browns and Arkansas River Canyons before entering the plains. The river flows through narrow canyons and open parks. The upper Arkansas River, from Leadville to Pueblo, has been ranked as one of the top ten whitewater rivers in the nation. Featuring a wide diversity of rapids and changing landscapes, the Arkansas is also widely known as an outstanding fishing and sightseeing area. Much of the river lies adjacent to U.S. Highways 50 and 24 which are primary tourism routes. Numerous roadside pullouts provide access for picnicking, fishing, and sightseeing. The Arkansas is of strategic importance to local communities along the river for tourism and economic development.

The Arkansas River Special Recreation Management Area, comprised of 57,000 acres, lies within a 1- to 3-hour drive of over 2 million Front Range urban residents.

Upwards of one half million people a year recreate within the SRMA. About 150,000 people participated in whitewater boating in 1988. The fifth most heavily visited tourism attraction in the state, Royal Gorge, lies adjacent to this SRMA.

Three BLM developed recreation sites are located on the upper river: Fisherman's Bridge, Ruby Mountain, and Hecla Junction. All have river access facilities, restrooms, parking areas, information bulletin boards, and maps. A small campground accommodates recreationists at Hecla Junction. Eight BLM river access points on the lower river provide other developed facilities including restrooms (7), parking areas, day use facilities (picnic tables), and informational signs and boards.

### **Management Issues**

The final Arkansas Recreation Management Plan lists a total of 22 issues. The following summarizes primary issues:

#### **Resource Protection**

The beauty of the Public Lands along the Arkansas River is the area's principal attraction. Management practices need to focus on protection and retention of natural resources in the area. Increasing numbers of recreation users will increase the potential for resource degradation.

#### **User Conflicts**

Conflicts exist among recreational users, between recreationists and private land owners, and between recreationists and those traveling the heavily used adjacent U.S. Highways.

#### **Allocation of Use**

Sharp increases in visitation in recent years, especially by boaters, have led to substantial public concern about crowding and resource deterioration. The management plan prescribes carrying capacities as maximum allowable use levels for different river segments. Use allocation will be employed as a last resort when indirect management techniques become ineffective in keeping use within prescribed carrying capacity limits. Allocation is the direct regulation of use through placement of limitations on numbers and types of recreation users, periods of use, and use areas.

#### **Wilderness Study Areas**

The boundaries of two Wilderness Study Areas lie adjacent to the SRMA - the western boundary of the Browns Canyon WSA and the northern boundary of the McIntyre Hills WSA. Increased recreational use is anticipated with creation of the Arkansas Headwaters Recreation Area, putting increased pressure and use on the WSAs.



## Wild and Scenic River Designation

A study determining whether the Arkansas River will be included in the Wild and Scenic Rivers System will be conducted during the present RMP process in the Royal Gorge Resource Area. All future use and management activities must be nonimpairing to maintain the eligibility.

### Access

With the majority of the shoreline in private ownership, users often find it difficult to know exactly where and how to legally access the river. Methods of instilling a user ethic which respects landowner rights, and provision of appropriate signs and necessary information and enforcement will help resolve this issue.

### Economic Development

The river is a significant recreation resource and has the potential to make a greater contribution to tourism and economic development in the upper Arkansas River valley. Future management will have a direct bearing on both local and regional economies.

## Management Objectives

Character of the land and facilities, of visitor services and of management actions employed on different river segments will conform either to Highway-Rural or Roaded Open Country recreation character classes (See Table 2-1.2). Management emphasis will be to:

- protect and interpret the area's natural, cultural, geological and scenic values.
- maintain and enhance the high scenic quality, natural setting, and primitive values of the McIntyre Hills and Browns

Canyon WSAs pending Congressional action on recommendations for both areas.

- provide for visitor services relating to safety, information, public lands identification, and facility development. This will protect and enhance the recreational resource and opportunity.
- work to minimize any resource conflicts within the SRMA and develop a system to monitor resource impacts and provide mitigation to offset impacts. This can be accomplished through adequate and thorough research and program monitoring.
- provide a public presence and law enforcement program on the public recreational lands.
- maintain the BLM's level of responsibility and involvement in the management of affected Public Lands as a full partner with the Colorado Division of Parks and Outdoor Recreation (DPOR) in implementing the final plan.

## Proposed Management Program

### Resources

- Install management facilities to maintain resource character, protect wildlife and fisheries resources and habitats, and make resource protection a primary consideration of all recreation management actions.
- Exercise both indirect (e.g., permits, rangers, signs, etc.) and where necessary, direct

controls (e.g., use allocation) to: (1) protect wilderness values of Browns Canyon and McIntyre Hills WSAs; (2) protect the scenic, recreational, wildlife, and cultural values; and (3) assure that all public land management practices do not impair eligibility for inclusion of the Arkansas in the Wild and Scenic River System.

- Carefully monitor resource condition and trends, and rehabilitate vegetation and natural resources where impacts are identified through monitoring, including closure of sites determined to be below acceptable levels.

### Visitors

- Post Public Land boundaries along the river; post information signs/displays at access sites; develop visitor information, interpretive and educational displays; develop brochures for the area and an areawide user's guide, and provide appropriate warning signs.
- Provide ranger patrols and increased on-the-ground presence. Signs, brochures, maps, displays, and publications will be readily available. User fees will be collected, access will be controlled where necessary, and allocation will be implemented as necessary to keep types and volumes of use within prescribed carrying capacities.
- Employ indirect management to accomplish management objectives before resorting to direct regulation, including selective facility design and placement, targeted user

information, phased-in facility development, and so forth.

- When needed to keep use levels within established capacities, implement use allocations as prescribed in the final plan.

#### **Facilities**

- Develop new access points and facilities needed to accommodate use along the river, ensure resource protection, and achieve management objectives. Provide major facilities at several key river access sites within the corridor, anticipating their construction and operation under the Cooperative Management Agreement with DPOR at specific Recreation and Public Purpose Lease sites.
- BLM will directly provide other facilities for a greater BLM management presence along the river and on adjacent lands. These will include:
  - A Collegiate Peaks interpretive overlook shelter and exhibit near Buena Vista.
  - A watchable wildlife pullout along the lower river with an interpretive shelter and exhibit. Associated wildlife and fisheries monitoring facilities will be located along the corridor or at other locations where visitor information displays occur.
  - A welcome center interpretive exhibit in Canon City.
  - Trailheads at Five Points for McIntyre Hills WSA and at Ruby Mountain for Browns Canyon WSA.
  - Multiple-use interpretive

trails adjacent to certain key river recreation sites.

#### **Realty Actions**

- Acquire properties and easements to improve public river access for fishing and other recreation.
- Among these are lands near the Parkdale Site, near Ruby Mountain, near Stone Bridge and Big Bend, near Vallie Bridge, and others; each of these may be suitable Land and Water Conservation Fund acquisitions.

#### **Administration**

- A final Arkansas River Recreation Management Plan has been written and approved. A 1989 Cooperative Management Agreement (CMA) was signed between the BLM and the Colorado Division of Parks and Outdoor Recreation (DPOR). This management partnership recognizes the affected river corridor as the Arkansas Headwaters Recreation Area.
- Under the CMA, which implements the management plan, DPOR will be the recreation manager on several Recreation and Public Purpose (R&PP) leases on Public Lands along the river. DPOR will make major capital facility improvements in accordance with provisions of the management plan.
- Recreation management responsibility will be shared by both BLM and DPOR on areas of the corridor outside R&PP leases. Here DPOR will be the primary visitor manager while BLM provides

primary visitor interpretation and information. BLM will also continue to manage all other multiple uses throughout the corridor.

- Management will be coordinated with local municipalities, counties, state, and other Federal agencies as well as landowners, interest groups, and tourism entities.
- Create a seven-member citizen task force to guide plan implementation.
- Complete a suitability study of the river for possible inclusion into the national Wild and Scenic River System through BLM's Royal Gorge Resource Management Plan.
- One permanent full-time project manager and one permanent interpretive specialist will be hired by BLM to monitor joint plan implementation and to provide for visitor interpretation and information.

### **Projected Funding Needs**

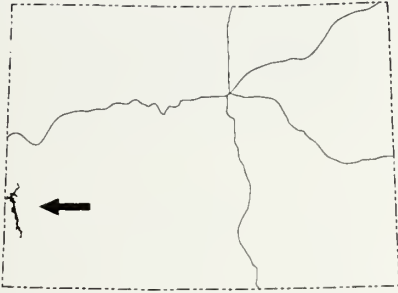
Minimum custodial recreation funding of \$280,000 is needed annually to fulfill BLM's partnership obligation under the CMA. This includes interpretive and other visitor services, resource protection and monitoring, and facility construction and maintenance.

Funding will be devoted primarily to (1) labor costs involved with plan monitoring; (2) DPO-BLM coordination on key plan elements including use allocation, facility design and construction on Public Lands, and sign installation; and (3) providing interpretation and visitor services for the river corridor and ancillary to it.

# Dolores River

## Special Recreation Management Area

### CO03806



### Description

Encompassing over 100 river miles and approximately 51,000 acres, the Dolores River corridor Special Recreation Management Area begins at the Bradfield Bridge access, 12 miles below McPhee Dam, and ends 8 miles below the San Miguel River confluence at the Montrose and Grand Junction District boundary. In the course of its journey, the Dolores River flows through several life zones and features two distinctively different recreational canyons.

In the Bradfield Bridge to Slick Rock river segment, the river drops an average of 24 feet per mile and contains the most challenging whitewater, including "Snaggletooth Rapid" and the "Boulder Garden." The combination of pine groves and flaring red sandstone cliffs make this upper segment uniquely attractive. For 20 miles below the Bradfield Bridge, fishing is excellent and wildlife abounds. This segment of river can be floated in 2 or 3 days.

The Slick Rock to Bedrock river segment is more placid, dropping an average of 11 feet per mile. At Gypsum Valley Bridge, the river abruptly enters Slick Rock Canyon. Here, the Dolores begins a series of serpentine meanders, deeply entrenched in massive sandstones. The canyon is narrow and deep with

towering walls that often reach sheer to the water's edge. This river segment is also generally run in 2 to 3 days.

River flows are regulated by the McPhee Dam, constructed in 1984. The boating season length varies, depending on the amount and water content of winter snowfall. Prior to controlled flows, the river virtually dried up in the summer months precluding any chance for a fishery. Now, an excellent trout fishery has developed below the dam, to well below Dove Creek pump station. In 1988, a moratorium restricting any new outfitters and limiting existing outfitters to 1987 use levels was put into effect. The moratorium will stay in effect until a management plan is completed late in 1989.

Commercial use has increased from 7 outfitters in 1984 to 33 in 1987. The amount of boating use is strictly dependent on the availability of boatable flows. The unpredictability of flow conditions, due to inconsistent snow years and reservoir filling operations, does not promote reliable trip planning. Therefore, use trends on the Dolores River are quite varied. Estimates for the 1988 season are 2,217 user days of commercial use and 2,000 private user days. These figures are substantially down from 1987 use (5,742 commercial user days and 2,500 private user days) simply because of an extremely poor water year.

Fishing use on the river generally occurs after the boating season and after seasonal monitoring personnel are available. No fishing use figures are available, although known use is increasing and is already a featured attraction. Some incidental off-highway vehicle use occurs within the corridor, especially on the roadway below the Dove

Creek pump and on old mining exploration routes. One upland outfitter camped on the river near Doe Canyon in 1988.

Natural features and values have historically been recognized and protected by early planning efforts, the 1975 Wild and Scenic Rivers Study, the Wilderness Study Area designation, and RMP recommendations. Prior to 1988, management was limited to only random patrols both on the ground and on the water. For the first time in 1988, a regular on-river presence was provided. A seasonal BLM employee monitored on-river use, collected resource data, and helped administer Special Recreation Permits. The 1985 San Juan/San Miguel Resource Management Plan established OHV designations for the river corridor. However, recreation maintenance funding is still virtually nonexistent, registration boxes at each river access site and a vault toilet and boat ramp to the Bradfield Bridge site. Through an Interagency Agreement with the Bureau of Reclamation, a gravel boat launching ramp was constructed at Bedrock.

### Management Issues

- Biotic issues include protection of endangered species and the trout fishery, disturbance by recreationists, introduction of new species, hunting and fishing regulations, riparian needs, and noxious weed control.
- There is a need for visitor information, safety (including search and rescue planning), adequate access, opportunities to float (whether they be guided or nonguided outings),



all of which must be restrained against overdevelopment and over-regimentation to preserve the area's wild character.

- Carrying capacities and use allocations - types, volume, sizes, location, and timing of users and user groups - all these issues need to be considered in light of recreation character class objectives and ecological, social, physical, and facility constraints.
- Regional/National significance of the river includes special management needs for the WSA, water rights associated with wilderness designation, wild and scenic designation considerations, and protection of paleontological and cultural sites.
- Some multiple-use resource management issues potentially conflict with wildlife and recreation emphases. These include private property rights, livestock grazing, existing water rights and minimum flow agreements, gravel and placer mining, low-level military flights, desalinization projects, powerline rights-of-way, OHV use, hiking and horseback trails, motorized water craft, local community economic development opportunities, future water development projects, and optimum flows for different uses (e.g., fishing, boating, wildlife, riparian system, etc.).
- In 1975, the Departments of Interior and Agriculture recommended Wild and Scenic River status for roughly 94 miles of the river

downstream from the Bradfield Bridge. The deep meandering canyon between Little Gypsum Valley and Bedrock, Colorado, was recommended for inclusion in the nation's Wilderness Preservation System as a result of Wilderness Study Area inventories in 1979.

## Management Objectives

In addition to the following, more specific management objectives are being formulated by the Dolores River Task Force and public work groups to further refine management issues and evaluate data collected during the 1988 field season.

### Unit I

Disappointment Creek to Gypsum Valley Bridge and Bedrock to Montrose/Grand Junction District boundary, 6,242 acres:

- Manage the land and facilities under Back-Country, visitors under Roaded Open Country, and administrative actions according to Walk-In recreation character class guidelines (see Table 2-1.2).
- Coordinate with landowners to ensure that the public will always have opportunities for river access in the Slick Rock locality.
- Locate unavoidable rights-of-way, utility corridors, management facilities, and other surface disturbing activities in these units rather than in Units II, III, or IV.
- Manage for recreational activities including river running, car camping, OHV activities, mountain hiking,

picnicking, hunting, hiking, photography, viewing scenery, nature study, and horseback riding.

- Manage the Disappointment Creek to Gypsum Valley Bridge segment consistent with "recreational" Wild and Scenic Rivers Act criteria.

### Unit II

Dove Creek pumps to Disappointment Creek, 9,159 acres:

- Manage the land and facilities under Walk-In, visitors under Roaded Open Country, and administrative actions according to Semiprimitive Motorized recreation character class guidelines (see Table 2-1.2).
- Onsite interpretive facilities, the low standard road and trails, trailheads, and signing should stress the natural environment in their design and be the minimum necessary to achieve objectives.
- Reduce impacts of utility corridors, rights-of-way, and other surface disturbing projects on the natural environment.
- Manage this unit consistent with "scenic" Wild and Scenic Rivers study criteria.

### Unit III

Bradfield Ranch to Dove Creek pumps, 7,063 acres:

- Manage the land, facilities, visitors, and administrative actions according to Walk-In recreation character class guidelines (see Table 2-1.2).

- Limited facilities for the administration of livestock and visitor use will be allowed, but offsite administration is encouraged.
- A multi-use, nonmotorized trail should be evaluated for placement along the river in this unit.
- Project designs should stress protection of natural values.
- The area will be managed to maintain an environment that offers some degree of risk and challenge with infrequent contact of other users.
- Back-country use levels and resource management will be dependent on maintaining a natural ecosystem where the consumption of renewable resources is subject to protection of recreation values.
- Manage for river running, hiking, backpacking, horseback riding, picnicking, hunting, camping, viewing scenery, photography, fishing, and nature study.
- Manage this unit consistent with "scenic" Wild and Scenic Rivers criteria.

#### Unit IV

Gypsum Valley Bridge to Bedrock, 28,539 acres:

- Manage the land, facilities, and visitors under Back-Country, and administrative actions according to Roaded Open Country recreation character class guidelines (see Table 2-1.2).

- Manage to maintain a high probability of experiencing isolation from the sights and sounds of others, with not more than six group encounters per day between users.
- Ensure an environment which offers a high degree of risk and challenge, closeness to nature, and self-skills on the part of the user.
- Back-country use levels and resource management will be dependent upon maintaining natural ecosystems which allow for natural ecological changes where consumption of renewable resources is subject to protection of recreation values.
- Manage for river running, fishing, hiking, backpacking, horseback riding, hunting, picnicking, camping, viewing scenery, photography, and nature study.
- Manage this unit consistent with "wild" rivers, as stated in Wild and Scenic River criteria.
- Continue to manage the Dolores River Canyon WSA (CO-030-290) consistent with the BLM's "Wilderness Interim Management Policy and Guidelines for Lands Under Wilderness Review" until Congress acts on the Department of the Interior recommendations.

## Proposed Management Program

### Resources

- Provide protection to historic/archaeological sites and

perform necessary stabilization, restoration, and interpretation of those sites.

### Visitors

- Maintain a telephone "hot line" during the river use season that provides current flow conditions and volumes, and other pertinent river information.
- Maintain visitor sign-in registers and signing at river access sites.
- Generate a "slick" waterproof river users' guide which provides a mile by mile description of river corridor information and interpretation.
- Provide information and interpretation kiosks at each of the river access points.
- In order to maintain opportunities for visitors to have primitive and semiprimitive experiences, limit and/or distribute visitor use and commercial guide and outfitter use.
- Develop an intensive and extensive education/interpretation plan for the recreation area to decrease need for law enforcement.

### Facilities

- The Dolores Project Environmental Impact Statement (EIS) states that the Bureau of Reclamation, as part of the Dolores Project construction, will develop eight recreation sites along the Dolores between the dam and Bedrock, designed primarily to accommodate whitewater boaters and fishermen. Five

of these sites are to be managed by BLM and are located at Bradfield Ranch, Dove Creek pump station, Slick Rock, Gypsum Valley, and Bedrock.

- Develop the Bradfield Ranch site in 1990 as the most intensively developed site. The primary launch facility for the Dolores River will consist of two launch ramps, two campground loops, two solar-composting toilets, parking area, information, interpretation, and potable water.
- Develop the other sites less intensively to accommodate essential facility needs for river activities - launch ramp, parking, toilet, primitive throw-down camping area and water.
- Include developed camping facilities at the Dove Creek site.
- When developed, provide regularly scheduled maintenance of the eight sites during the heavy boating and fishing seasons.
- Develop recreation sites as prescribed in the Dolores Project EIS, the Dolores River Downstream Site Report (as modified), and in accordance with BLM's Memorandum of Understanding with Bureau of Reclamation and U.S. Forest Service.

#### **Realty Actions**

- The proposed site development at Slick Rock may conflict with current private enterprise and land ownership. Although they provide a fee

for marginal facilities, the current landowners could close or sell the access point at any time. In order to prevent the potential loss of this critical mid-river access site, and to avoid foregoing a Bureau of Reclamation commitment to provide dollars for an access site at Slick Rock, negotiations are ongoing with the landowners. A viable access site needs to be guaranteed at Slick Rock without competing with private enterprise.

#### **Administration**

- BLM will continue to work very closely with Bureau of Reclamation on recreational water releases from the dam.
- Continue close coordination with Division Of Wildlife on the newly developed high-quality fishery, otter and bighorn sheep transplants, and riparian habitat monitoring.
- Because of changes in the physiographic character of the river, BLM will continue intensive monitoring of terrestrial, aquatic, riparian, and threatened and endangered habitat and conditions.
- Strict monitoring of commercial outfitter use and private users will continue to be a priority action.
- Physical impacts to river resources will continue to be monitored annually to ensure they are held to a minimum.
- Staffing to adequately manage the Dolores River will continue to be met with a combination of permanent, seasonal, and volunteer

personnel. In addition to permanent staff support, at least one uniformed seasonal employee will continue to be employed from April to July to patrol the area by vehicle, foot, and raft/kayak, and to make visitor contact, educate users, maintain facilities, and monitor permit stipulations and various other resources.

- Continue to use agreements with various organizations, individuals, and clubs to employ volunteer assistance.
- Continue cooperative kayak/raft patrol trips with DOW.
- Coordinate with the Forest Service's Lone Dome Management Plan to ensure consistent and complementary management of adjacent lands, especially in terms of commercial use and facility management.
- Coordinate with Dolores Conservancy District to maximize availability of impounded water releases for river recreation opportunities.
- Coordinate with Colorado Division of Wildlife for management of wildlife and fisheries resources within the river corridor.
- Work closely with private landowners and users to minimize potential conflicts with recreational use of Public Lands. Maintain options to develop Bureau of Reclamation funded sites if private enterprise chooses to close area to the public.
- Withdraw from mineral entry those Public Lands utilized for intensive recreation developments.



- Work actively toward getting the Dolores River included into the Wild and Scenic Rivers System (as per recommendations in the 1976 Dolores River Wild and Scenic River Report) before excessive delays create the need for a new inventory of Wild and Scenic River values.
- Planning for the Dolores River will be conducted within a "regionalized system of rivers" context.

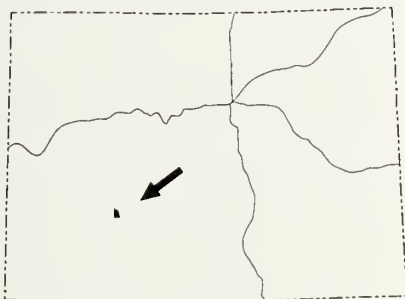
## Projected Funding Needs

Minimum custodial recreation funding of \$33,000 is needed annually, including \$25,000 for visitor services and resource protection, and \$8,000 for maintenance.

In 1990, funding will be needed for increased on-river presence, maintenance, and the Slick Rock easement. The Wild and Scenic designation/dedication and the Bradfield site opening will need to be funded in 1991, as will continued maintenance and presence. In 1992, budget should be planned for

continued presence, increased maintenance, and construction of seasonal housing. Increased presence and maintenance and the opening of downstream sites will require funding in 1993. In 1994, funds will be needed for continuing annual needs (including caretaker contract, concessions, cooperative maintenance agreements, equipment, volunteers, and campground hosts) and construction of the Bradfield-Dove Creek Trail. For the years 1995 to 2000, funds will be necessary for the continuation of annual needs and the renovation of Dove Creek overlook.

## Powderhorn Primitive Area Special Recreation Management Area CO03608



### Description

The Powderhorn Special Recreation Management Area is comprised of about 45,000 acres of Public Land located approximately 10 miles northeast of Lake City. Elevation ranges from 8,500 feet to 12,600 feet, and vegetation ranges from mountain bush areas, aspen stands, and spruce fir forests to alpine tundra. Three major lakes (Upper and Lower Powderhorn and Hidden Lakes) dominate the SRMA and attract much of the recreation use. The West, Middle, and East Forks of Powderhorn Creek provide numerous stream fishing opportunities. A network of roughly 25 miles

of hiking trails provides foot and horseback access. Three main trailheads (Indian Creek, 10-Mile Springs, and Powderhorn Park) and one lesser used road (Crystal Spring) offer motorized access to the edge of the SRMA. Mechanized transport is not permitted for recreation purposes. The primitive and semiprimitive nonmotorized settings of the SRMA are used primarily by fishermen, hikers, and hunters during the summer and fall for both day use and overnight camping. It is estimated that about 2,650 people visit each year, spending approximately 6,000 recreation user days. In addition to the private use, five to six commercial outfitters generally operate in the area.

The Powderhorn Primitive Area was officially designated in August 1973, based on recommendations in the Unit Resource Analysis (1969), the *Action Plan for Potential Primitive Area Designation for Powderhorn Lakes Roadless Area* (1970), and the Management Framework Plan (1972). In response to Section 603 of the Federal Land

Policy and Management Act (FLPMA) of 1976 it was made an Instant Wilderness Study Area. By 1986, all the necessary studies were completed and presidential recommendation was to designate the Powderhorn as "wilderness." Legislation has been introduced to Congress for official designation. Despite some difficulties with the terms of the legislation concerning Federal reserved water rights wilderness, designation is expected in the reasonably near future.

Management direction for Powderhorn has been guided by BLM Primitive Area management policy, the 1964 Wilderness Act, and the 1975 Powderhorn Primitive Area Management Master Plan. After 1976, management guidance has come from BLM Interim Management Policy, BLM Wilderness Management Policy, and from the 1986 Powderhorn Preplan Analysis. Although a seasonal patrol person had been stationed exclusively within the Powderhorn in past years (1976 - 1985), patrols and monitoring now only occur on an intermit-

tent basis. Current patrols occur during expected heavy use periods and concentrate on making visitor contacts, providing information and education, doing resource monitoring, and doing limited maintenance. Annual trail-crew work maintains the trail system.

## **Management Issues**

- Recreation Issues - such as camping impacts, horse use impacts, hunting camp impacts, campfires, vehicle intrusions, guidelines for allowable resource alteration, facility maintenance, and the need for enforcement.
  - Guide, Outfitter, and Commercial Use Issues - such as social and physical impacts, livestock management, conflicts with private use, use regulations, possible allocations, and bear baiting.
  - Trail Issues - such as adequate access, location, use distribution, trail user conflicts, and maintenance.
  - Fish and Wildlife Issues - such as fish stocking, Devil's Lake Windmill, moose transplants, predator reintroduction and control.
  - Vegetation and Grazing Issues - such as livestock distribution and impacts, guidelines for limits of acceptable change, vegetative or facility manipulation, and livestock/recreation use conflicts.
  - Cultural Resource Issues - such as management of existing structures and additional inventories.
  - Insect Damage, Forest Disease, and Poisonous Plant
- Issues - such as guidelines for treatment and adjacent public or private land treatment.
  - Soil and Water Issues - such as quality monitoring, water rights, fencing of springs, development of potable water, and known erosion rehabilitation.
  - Land Tenure Issues - such as acquisition of nonfederal inholdings and access needs for the western and northwestern portion of Powderhorn SRMA.
  - Fire Management Issues - such as outside fires burning in, prescribed burning to reduce fuel loading, fire rehabilitation, and fire notification and evacuation.
  - Information and Education Issues - such as staffing level for visitor services, I & E goals and techniques.
  - Sign Issues - such as location, type, wording, maintenance, and sources other than BLM sign shop.
  - Minerals Issues - such as acquisition of state inholding mineral rights and visual impacts of outside mining influences.
- ## **Management Objectives**
- Manage to maintain Back-Country and Walk-In characteristics of the land and facilities, of visitor use, and of administrative actions in order to provide primitive recreation, opportunities for solitude, exercise of outdoor skills, and accompanying physical and mental challenge.
  - Manage commercial outfitters and guides to meet public needs emphasizing the wilderness resource and harmony with wilderness visitors who do not employ commercial services.
  - Manage existing trails to minimize physical and visual impacts upon the land, to disperse visitors, and to provide public access into the area. Maintain these trails periodically to protect resources, promote visitor safety, and prolong the life of the investment.
  - Allow a natural distribution and abundance of existing and native species of wildlife by allowing natural processes to shape habitat and interactions among species.
    - Periodically supplement fish populations through stocking programs in high use areas to support popular recreational fishing, but reduce stocking to control overused fishing spots.
    - Allow legal hunting and fishing consistent with wilderness values and state laws.
    - Do not allow commercial trapping of wildlife species.
  - Manage vegetation to maintain natural distribution of plant communities and to ensure that natural biotic communities are only influenced by those natural processes.
  - Manage the forage resource in conformity with established wilderness objectives, BLM grazing regulations, the USDI Wilderness Management Policy, and the Congressional

guidelines contained in House Report 96-1126.

- Recognize cultural and historical resources to be a valuable, nonrenewable resource and a significant supplemental value to wilderness.
  - Evaluate and protect cultural resources in compliance with Federal and State laws and BLM policy.
  - Remove or obliterate manmade structures not currently in use or appropriately authorized which have no historical or cultural significance.
- Allow for the natural role of insect, forest disease, and poisonous plants landscape.
  - Allow infestations to run a natural course but control if insects or disease threaten significant adjacent public or private resources.
- Prevent human water quality degradation reaching measurable proportions.
- Reduce erosion in areas where the moderate class is exceeded.
- Improve wilderness manageability by acquiring all non-federal inholdings.
- Allow natural fires to burn without endangering public safety or values outside the wilderness. Use suppression techniques which result in the least possible surface disturbance and evidence of human activity when public safety or outside values are threatened. Control manmade fires unless

the fire meets wilderness fire management objectives.

- Make information about the Powderhorn Wilderness available to the public on request but without advertising or promoting its use.
  - Seek to educate visitors on minimum impact or no trace camping.
  - Encourage visitor compliance through the use of positively worded information about the unique resources and opportunities available.
  - Divert uses not dependent on wilderness to non-wilderness areas.
- Protect wilderness values and aid visitor orientation, dispersion, and safety by providing minimum, unobtrusive signing.
  - Major trailheads just outside the wilderness will have signboards with area maps, distances to major destinations, and visitor information.
  - Trailless zones will not have signs unless absolutely necessary.
  - Signs will be of natural materials.
- Continue to cooperate with the Gunnison and Hinsdale County Sheriffs to coordinate search and rescue procedures.
  - Include warnings about significant safety hazards in visitor information brochures.
  - Serious medical emergencies may use motorized vehicles such as a helicopter to evacuate the injured.
- All search and rescue opera-

tions should try to preserve the area's wilderness character and result in the least possible evidence of human activity.

- Permit and encourage research as long as proposed projects are conducted in such a manner as to preserve the area's wilderness character and further the management, scientific, educational, historical, and conservation purposes of the area.
  - Require a copy of any research results, papers, or publications coming from the studies done by outside entities within the wilderness.
- Remove barbed wire fence on Cannibal Plateau.

## **Proposed Management Program**

Once Powderhorn is officially designated, BLM has 2 years to prepare a Wilderness Management Plan. More specific management actions will be identified in that plan.

### **Resources**

- Control erosion problems and maintain old roads and ways (e.g., upper Bear Gulch, Fourth of July, Trout Creek) as trails.
- Continue to clean up abandoned hunter and sheep herder camps.
- Rehabilitate damaged campsites at Powderhorn and Hidden Lakes.

### **Visitors**

- Develop educational and



informational brochure focusing on desired back-country ethic, resource information, and safety.

- Develop commercial outfitter strategy, anticipating potential allocation when capacity is exceeded.
- Obtain accurate visitor use statistics.

#### **Facilities**

- Develop and maintain complete trailhead facilities at Indian Creek, Ten Mile Springs, and Powderhorn Park Trailheads.
- Relocate portions of Indian Creek Trail to Powderhorn Lakes.
- Maintain trails in accordance with selected distribution system.
- Develop trail distribution system and prepare signing plan.

#### **Realty Actions**

- Acquire necessary easements for trail access from the Lake Fork (west) side - investigate Fourth of July Creek route first.

- Acquire the 40 acres of private land and 1,920 acres of State mineral estate.

#### **Administration**

- Continue to cooperate with Colorado Mountain Club (CMC) on trail development and maintenance program.
- Pursue leveraging cooperative efforts, like CMC, into BLM's Challenge Grant Program.
- Continue to work with DOW on fish stocking and fish management.
- Enlist additional volunteer assistance through agreements with various organizations, individuals, and clubs.
- Continue strict monitoring of commercial outfitters and private users in sensitive resource areas.
- Continue to provide staffing with a combination of permanent, seasonal, and volunteer personnel.
- Continue coordinating management efforts with USFS regarding the adjacent Cannibal Plateau wilderness recommendation.

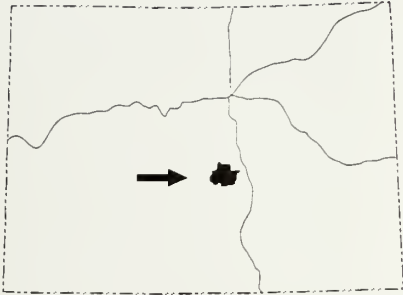
### **Projected Funding Needs**

Minimum custodial recreation funding of \$23,000 is needed annually, including \$14,000 for visitor services and resource protection, and \$9,000 for maintenance.

In 1990, a formal "wilderness" designation/dedication, increased presence, dedication construction, and increase maintenance will all require funding. Increased presence and maintenance, as well as a wilderness management plan and inholdings acquisition (State and 40 acres) need to be funded in 1991. In 1992, in addition to continuing the above program, funding will be needed for trailhead construction, a brochure, and the Lake Fork easement acquisition. Ranger and trail crew housing at Powderhorn, new trail construction, and increased trail maintenance will need funding in 1993. For the years 1994 to 2000, funds will be required to continue the above annual program elements, with decreasing construction and an inflation hedge as considerations for 1997 to 2000. (Note: Wilderness Program will supplement funding for nonrecreation wilderness preservation management.)

## Gold Belt Complex

### Special Recreation Management Area CO05711



### Description

#### General

The area's name is taken from the abandoned Florence and Cripple Creek Railroad which was also known as the "Gold Belt Line." This narrow gauge line linked the Cripple

Creek District gold camps with Florence and Canon City during the regions late 1800's to early 1900's gold mining boom. The Gold Belt Complex lies along the southern edge of the Front Range in historic Colorado mining country. It is a large area of forested, dissected, rugged canyon country, approximating 99,600 acres, ranging from 5,500 to 10,500 feet. The complex is bounded on the north by the historic mining towns of Cripple Creek and Victor, and on the south by Florence and Canon City.

The Phantom Canyon Road, which follows the route of the Florence and Cripple Creek Railroad, is one of three roads which traverse the complex (others are the

Shelf Road and High Park Road). These roads are popular scenic routes for visitors traveling between the region's two major tourist attractions - the historic Cripple Creek Mining District and Canon City's Royal Gorge Bridge (Colorado's fifth most heavily visited tourism attraction).

The complex is in the backyard of Colorado's 2 million plus Front Range residents - less than 1 hour from Pueblo and Colorado Springs and 2 hours from Denver. In addition to providing outstanding "close to home" recreation for Front Range urbanites, the complex is easily accessed by over 3,600 vehicles per day (summer) on U.S. Highway 50, immediately adjacent



Bill Schneider

*Shelf Road and Climbing Area, Gold Belt Complex SRMA*



to the south. The Gold Belt Complex is the first mountain recreation area travelers reach after crossing the plains. This "gateway" location offers BLM an excellent opportunity to create a positive first impression to westward bound Public Lands visitors by introducing them to largely unknown public outdoor recreation resources. The area received approximately 321,000 visits in 1988.

The development concept for this SRMA centers around delineation of a loop drive involving the Phantom Canyon, Shelf, and High Park Roads. All of the roads traversing the complex are currently advertised by local tourism groups as scenic routes. The Phantom Canyon Road is also delineated as a scenic route in several national publications including the Rand McNally U. S. Road Atlas. Efforts are now underway to dedicate the complex as a unit of BLM's National Back Country Byways System.

Although the entire complex will be managed as one unit, the diversity results in a need for differing objectives for specific sites within the complex.

### **Phantom Canyon Road**

The character of Phantom Canyon has changed little since the railroad was abandoned in 1914. Numerous bridges and two tunnels blasted through solid granite serve as reminders of difficulties which had to be overcome to establish transportation routes to the mountain mining communities. The railroad grade on which this route lies traverses a variety of landscapes ranging from mountain slopes covered with white fir, ponderosa pine, Douglas fir and aspen, to narrow canyons and grotesquely shaped rock formations for which the area is named.

Approximately 200,000 people per year travel through the canyon with many stopping to picnic, hike,

or camp along the way. Most of these visitors are not being made aware of the historical significance of the area. Previous management has been limited to use monitoring. A cooperative effort was recently initiated with the local historical society to nominate the area as a National Historic District and interpret the important role of the F&CC Railroad.

Immediately adjacent and east of Phantom Canyon Road is the 26,150-acre Beaver Creek Wilderness Study Area (20,750 acres administratively recommended for wilderness designation by BLM). Only 15 miles from downtown Colorado Springs (population 350,000), the area still has outstanding primitive qualities. Focal points of the area are the east and west branches of Beaver Creek which twist through several miles of deep granite walled canyons with numerous falls and boulder-strewn rapids along their courses. Both branches of Beaver Creek contain brook, brown, and native cutthroat trout. Other wildlife species include bighorn sheep, elk, mule deer, and the endangered peregrine falcon. The Beaver Creek area, as well as much of the rest of the complex, also contains one of the highest concentrations of mountain lions in the nation. The area is very popular for fishing, hunting, back-country hiking, and camping.

### **Shelf Road**

The Shelf Road acquired its name from the narrow "shelf" on which it was built in Four Mile Creek Canyon. The shelf road was originally developed as a toll route for wagons and stages traveling between Canon City and the Cripple Creek gold camps. The landscape along this canyon is arid and dominated by massive red and brown rock formations. Cholla, prickly pear cactus, and sparse stands of

pinon and juniper are the dominant vegetation, although aspen and Douglas fir grow at the head of the canyon, and willow and cottonwoods along the stream. The lower portion of the Shelf Road corridor includes two nationally significant sites: the Garden Park Fossil Area and the Shelf Road Climbing Area.

Paleontologists consider the Garden Park Fossil Area to be comparable only to Dinosaur National Monument and Como Bluffs in Wyoming in regard to its significance for dinosaur fossils. Moreover, Garden Park contains fossil representations over much greater time periods. The "Great Dinosaur Race" began here in 1876 when E. D. Cope from the Philadelphia Academy of Science and O. P. Marsh from Yale University organized separate and very competitive excavations. These and subsequent excavations have resulted in numerous significant finds which are now on display in almost every natural history museum in the United States. For example, a Haplacanthosaurus from this area at the Cleveland Museum is the only such display anywhere in the world. A Stegosaurus from Garden Park, on display at the Smithsonian, is the type specimen for all other specimens worldwide. Further significant finds are highly probable.

The Garden Park area is also the site of the first commercial oil well west of the Mississippi River, drilled by A. M. Cassedy in 1862. This feature provides an excellent opportunity to convey the area's multiple-use character and BLM's multiple-use mission.

A management plan and environmental assessment completed for the area in 1987 calls for development of an onsite interpretive program. Presently only a small monument commemorating the dinosaur finds has been placed along the road right-of-way. Since the area is not developed for recreation, use



figures are not available.

Lying several miles north of Garden Park are the limestone walls of the Shelf Road Climbing Area. Only recently discovered by rock climbers, these cliffs include some of the most difficult routes in the United States and have already received international acclaim. The area has been featured in American, European, and Japanese climbing magazines. The area received 11,500 visits in 1988. Use is expected to increase as it becomes more widely known. There are currently no developed facilities except for a primitive access road, limited information boards, and signing.

### High Park Road

In contrast to Phantom Canyon and Shelf Road settings, the High Park Road traverses a more open landscape with expansive vistas of high mountain grasslands and open stands of ponderosa pine. Snow-capped Pikes Peak provides a majestic backdrop along much of the route. Most of the land along the corridor is privately owned. The High Park Road will serve as an alternate route for those who prefer not to use the narrow, winding Phantom Canyon or Shelf Roads.

## Management Issues

- Economic value/tourism - The immediate region has an unemployment rate averaging 50 percent above the state average (as of December 1988). Towns highly dependent on tourism are promoting it for economic growth and development.
- Access - Some roads need upgrading to provide adequate access. There are no designated trails for access to back-country recreation. Specially

designed pullouts, trailhead parking areas, and other access facilities are needed along the narrow Shelf and Phantom Canyon Roads.

Several key parcels/easements need to be acquired to provide additional access at key areas and allow optimum development of recreation sites.

- Visitor health and safety - Although portions of the area receive very high use, developed facilities are not yet provided. The lack of restroom facilities is causing visitor inconveniences and sanitation problems. The spectacular setting of the Shelf and Phantom Canyon Roads also presents potential safety hazards. Visitors need information on mountain road routes and driving etiquette.
- User conflicts - The narrow configuration of the Phantom Canyon and Shelf Roads results in some user conflicts. Targeted user information and perhaps higher on-the-ground visibility may resolve these conflicts.
- Resource damage/protection - Development of the Garden Park Fossil Area for interpretation will require a balance of recreation use and resource protection to avoid damaging rare and irreplaceable resources. Beaver Creek's wilderness values will also need special protection. Lack of a management presence in the complex, combined with its close proximity to urbanized areas, results in a high rate of resource vandalism. An on-the-ground presence combined with improved

maintenance will be needed to ensure protection.

## Management Objectives

Manage the area for a wide spectrum of recreation, from rock climbing and wilderness hiking to more concentrated activities like roadside picnicking and interpretive auto tours. Ensure that land and facilities, visitors, and all recreation management actions are managed according to Back-Country, Walk-In, Semiprimitive Motorized, and Roaded Open Country recreation character classes (see Table 2-1.2). The proposed management program calls for additional facilities consistent with the characteristic landscape into which they are placed. Specific prescriptions will be determined during the activity planning process. Other management objectives include:

- Ensure maintenance of scenic values along the corridors of the three scenic byway loop segments through cooperation with other agencies and private landowners.
- Protect the natural and cultural resource values found within the area, especially the paleontological features in the Garden Park Fossil Area and the wilderness qualities in the Beaver Creek WSA.
- Interpret the area's natural and cultural features, especially the paleontology in Garden Park and the history of Phantom Canyon. Tie interpretation to BLM's multiple-use mission, and relate historic features on Bureau lands to complementary ones in the surrounding communities.

- Provide adequate facilities to protect resources, enhance visitor understanding, appreciation, safety, and sanitation.
- Develop visitor information materials and a marketing strategy coordinated with the Colorado State Tourism Board and local tourism groups.

## **Proposed Management Program**

### **Resources**

- Protect natural and cultural resources within the complex by monitoring resource conditions and providing visitor information interpretation, on-the-ground visitor contact by uniformed personnel, and careful site planning and facility construction.
- Rehabilitate riparian areas along the Phantom Canyon Road corridor damaged by uncontrolled use. Also rehabilitate areas impacted by past mining activity and power site development along the Beaver Creek WSA and the Penrose Chaining.

### **Visitors**

- Place directional signs identifying the “Gold Belt Tour” on all road segments of the byway. Place entrance signs and information kiosks at either end of Shelf and Phantom Canyon Roads as major “portals” to largely blocked-up Public Lands. Identify all of the major facilities/use areas along the route (e.g., Shelf Road Climbing Area, Beaver Creek WSA trailheads etc.). Install

other informational and safety signs in cooperation with county/state highway departments.

- Place informational signs at roadside pulloffs and overlooks to relate the area’s significant natural and cultural resources. Interpret relationship of the Phantom Canyon and Shelf Roads travel routes to development of the gold mining industry and Arkansas River valley communities. Interpret Garden Park dinosaur finds and the area’s role as the first oil field west of the Mississippi.
- Develop informational guides to the Beaver Creek WSA, Shelf Road Climbing Area, proposed Penrose Chaining OHV Area, and to trails along Phantom Canyon Road and in the Garden Park Fossil Area.
- Emphasize indirect controls of visitors through careful site design and an aggressive public information/education program. Provide a daily on-the-ground law enforcement presence. Cooperate with Fremont and Teller Counties to study the feasibility of limiting Phantom Canyon and Shelf Roads byway segments to one-way traffic during peak use periods. Also consider potential use fees and determine carrying capacities through activity plan development.

### **Facilities**

- Phantom Canyon Segment
  - Provide two rest stops along this leg of the byway. Include roadside parking, restrooms, and a small

number of picnic sites at each stop. Numerous roadside pulloffs and several overlooks will be constructed/upgraded in conjunction with the interpretive program.

- Construct interpretive/hiking trails along the byway. Construct a trailhead to the Beaver Creek WSA from Phantom Canyon Road and upgrade the two existing WSA trailheads. This includes constructing approximately 0.5 mile of roads, 6 miles of trails, one parking area and one restroom, and approximately 8 miles of trail within the WSA itself.
- Develop facilities within the Penrose Chaining or another suitable area to accommodate intensive OHV use, including a trailhead parking/unloading area and restroom. Remove safety hazards and ensure resource protection by upgrading existing routes.

### **Shelf Road Segment**

- Upgrade the climbing area access road (1.5 miles) and parking area to make it accessible to passenger vehicles and to minimize resource damage.
- Construct two restrooms and a primitive campground to accommodate climbers. Eradicate multiple trailing and construct clearly defined trails accessing the climbing faces.
- Develop a roadside parking area, restrooms, and an interpretive trail at the Garden Park Fossil Area. The significance of this area may ultimately call for development of a visitor

center. Develop several roadside interpretive pullouts and overlooks, picnic areas, and a rest stop along the upper segment of the Shelf Road.

- High Park Road Segment
  - Develop one rest stop/picnic area along this route, some interpretive pullouts, and overlooks. The small percentage of public ownership along this segment limits recreation development.

#### **Realty Actions**

- In the long run, plan to acquire approximately 5,000 acres of State and private land for optimal development and management. Based on present land values in the area, outright purchase costs are estimated at \$1,100,000, but it is possible that some of these parcels can be acquired through exchange.
- The highest acquisition priorities include portions of the dinosaur quarries in Garden Park, an area of premier limestone cliffs in the Shelf Road Climbing Area, and several tracts along the Phantom Canyon Road which contain historic features or terrain suitable for facility development. Lower acquisition priorities include lands that would "block up" public ownership along the Phantom Canyon Road corridor and several Garden Park Fossil Area tracts having moderate potential for dinosaur fossils.

#### **Administration**

- Closely coordinate all Back

Country Byways and recreation management efforts with local governments, State and county road departments (to plan traffic flow patterns along the byway), and tourism and economic development organizations (including the Colorado Regional Tourism Board and Chambers of Commerce).

- A proposed cooperative agreement with the Fremont-Custer Historical Society outlines several projects to be completed in Phantom Canyon, including development of interpretive signing/brochures and nomination of the area as a National Historic District. Other existing cooperators include the Boy Scouts (trail construction, tree planting), the Wild Turkey Federation (trail construction), and the Colorado Division of Wildlife (trailhead development). Potential cooperators who have expressed interest in the area include the Denver Natural History Museum (site surveys, excavations, and cooperative exhibits), and local OHV and rock climbing groups (use area access/site development).
- Total personnel needs by FY 2000 are:
  - One Outdoor — Recreation Planner - full-time to provide technical expertise in development and implementation of the activity plan, and to coordinate area development with volunteer groups and other agencies.
  - Two Outdoor Recreation Technicians — temporary to assist the Outdoor Recreation Planner and the

Ranger in implementing visitor services.

- One Ranger — full-time to provide a daily presence in the area during the peak summer use season and a weekly presence during the remainder of the year.
- Four Maintenance/Technicians — one full-time (50 percent funding), three seasonal (100 percent funding) to provide routine facility maintenance/repairs, trail and site maintenance/rehabilitation, assist Ranger and Recreation Technicians in providing visitor services, and assist the Outdoor Recreation Planner in conducting planning inventories.
- Complete an activity plan for the complex. This may change the initial development scenario presented here.
- Conduct a user preference survey to establish a definitive data base for planning. Also complete:
  - A survey of the Garden Park Fossil Area to determine dinosaur specimen locations;
  - Site plans to guide facility site developments to ensure that the scenic and historical integrity of the complex is maintained; and
  - An interpretive plan for the Back Country Byway corridors, including the Garden Park Fossil Area.
- Cooperate with private landowners and other land management agencies along the three route corridors.
- Encourage local communities and tourism organizations to



provide information about the complex in their brochures.

- Nominate specific areas for special designation status. Beaver Creek WSA is already recommended for Wilderness designation; Phantom Canyon could be recommended as a National Historic District. Expand the Garden Park Fossil Area in status as a National Natural Landmark and seek approval of existing nomination as a Colorado Research National Area.

## Projected Funding Needs

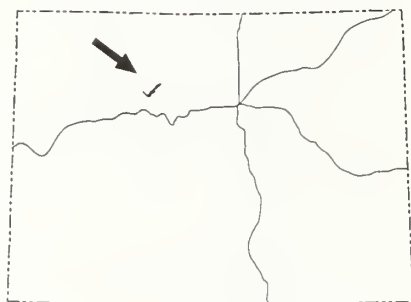
Minimum custodial recreation funding of \$53,000 is needed annually, including \$44,000 for visitor services and resource protection, and \$9,000 for maintenance.

Development of the complex will occur in several phases. Initial funding will be directed to provide facilities and services for visitor safety, sanitation, and resource protection. Funding will also be needed early in the process to continue cooperative efforts with local volunteer groups. Several projects have been proposed by various local groups but completion

of the projects is contingent on challenge grant funding.

Once minimal needs are fulfilled, further site developments and visitor services programs will be initiated to enhance resource dependent recreation opportunities. Facilities such as the Garden Park Visitor-Interpretive Center and the Penrose Chaining OHV Area will require the greatest level of "ground-work" and planning, and may be completed in later phases of plan implementation. The proposed visitor center at the Garden Park Fossil Area accounts for approximately 3.5 million dollars of the total projected funding needs. However, final costs for this facility could vary greatly from the initial estimate.

## Upper Colorado River — Upper Segment Special Recreation Management Area CO01802



### Description

The Colorado River corridor, encompassing 4,870 acres from Big Gore Canyon just below Kremmling to State Bridge, is approximately 25 miles in length. The river winds through narrow, scenic valleys and canyon landscapes. Containing relief of 1,000 to 2,000 feet, its canyons display outstanding geology, spruce-fir forests, expanses of pinyon-juniper woodland, and sagebrush. A wide diversity of landscapes line the river including cottonwoods, riparian woodlands, agricultural fields, pastures, and

scattered ranch buildings.

Immediately below Kremmling, Upper Gore Canyon provides expert river running (Class IV-VI rapids) providing high risk and challenge. However, most of the river is characterized by more moderate whitewater suitable for a variety of users (Class II-III rapids). The setting is mostly Highway-Rural to Routed Open Country in character.

Each summer, a temporary river ranger and at least two volunteers are based at the Pumphouse Recreation Site to maintain developed river access sites and dispersed use areas including primitive river sites. Besides providing visitor information and assistance, the staff ensures resource protection, outfitter compliance, and cooperation with the State in its enforcement of boating safety, hunting, and fishing regulations.

Developed recreation sites include the primary put-in at Pumphouse (providing camping, sanitation, drinking water, and trail

facilities) and Radium and Yarmony Bridge access sites (portable toilets, etc.). In addition, six on-river semideveloped picnic/campsites accessible by boats are equipped with toilets and picnic tables and some with fire pits. On the lower river below State Bridge, unimproved parking, toilets, boat launch/landing, and visitor information facilities are currently provided by the BLM at four sites. All other on-river sites are primitive and are accessible only by river due to natural barriers, the railroad, or intervening private land.

The second most heavily used river in Colorado for whitewater rafting and boating, this is a national resource with 35 to 45 percent of users being nonresidents. A substantial portion of this use originates from surrounding summer resorts, including Vail, Steamboat, Keystone, and Winter Park ski areas. The vast majority of use originates from Front Range metropolitan areas. Annual floatboating use totals 30,000 visits

above State Bridge, and 11,300 visits below. Approximately 80 percent of all boating use is commercial. Thirty commercial river permits were issued by the Kremmling Resource Area in 1988 (including three for commercial whitewater photography and three for commercial float fishing).

Recreational use other than boating increased to approximately 8,123 user days in the summer of 1988. This includes fishing, camping, and big game hunting visits. Off-river recreation, principally sightseeing on the scenic Trough Road, is another major use of the river (an estimated 150,000-plus visitor days).

## Management Issues

- A recent shift in the visitor profile involves increased demand for developed river access sites which provide camping and picnic facilities. Below State Bridge there are no facilities for camping and picnicking. Therefore, visitors have to rely on several undeveloped sites along the county road and are subject to a great deal of noise and dust from traffic.
- The National Park Service's Nationwide Rivers Inventory includes a 23-mile segment of the Upper Colorado River from its confluence with the Blue River to State Bridge. BLM is committed to study the river's suitability for designation within the National Wild and Scenic River system, pending receipt of appropriated funding capability.
- The Recreation Area Management Plan, approved September 1982, needs to be revised to address acquisition of

private land and public access, future site development, and social and physical resource carrying capacities.

- Future water projects including utilization of water rights may significantly impact or potentially eliminate floatboating recreation opportunities on the Upper Colorado River.
- If recreation use continues to increase, direct regulation to allocate the numbers of people and types of activities will need to be implemented.
- The Denver and Rio Grande Western Railroad parallels the river, restricting safe access to the river at several sites, and posing a hazard to river floaters at several bridges with sharp edged steel piers in the main channel.

## Management Objectives

- Ensure that the land, facilities, and visitors are managed according to Semiprimitive Motorized, Roaded Open Country recreation character classes (see Table 2-1.2).
  - Gore Canyon (below Kremmling to Pumphouse Recreation Site) will be managed as Semiprimitive Motorized.
  - Pumphouse to Radium will be managed as Roaded Open Country.
- Provide access to high value floatboating, camping, picnicking, and fishing opportunities.
- Protect resource values, provide for visitor safety, and reduce user conflicts through

appropriately designed facility developments and visitor management.

## Proposed Management Program

### Resources

- Monitor use at primitive river sites and impose use restrictions or closures to allow recovery of impacted vegetation. Monitor historical-cultural sites and regulate use if necessary.
- Rehabilitate and revegetate Pumphouse and Radium sites.
- Disperse big game hunting and camping to reduce resource impacts and indiscriminate off-highway vehicle use.
- Conduct an instream flow analysis for maintaining minimum river flows.

### Visitors

- Revise carrying capacities to maintain Semiprimitive and Roaded Open Country settings and experiences.
- Implement use allocations if indirect measures fail to keep use within prescribed carrying capacities.
- Implement individual (non-commercial) user fees.
- Provide visitor services by utilizing brochures, signs, and onsite personnel including volunteers and a temporary river ranger during summer months.
- Manage visitors to protect resources, prevent user conflicts, and provide for

health and safety on Public Lands.

### **Facilities**

- Provide designated parking areas and toilets at Pumphouse, Radium, and Yarmony Bridge public river access sites.
- Locate drinking and irrigation water systems at Pumphouse and Radium Recreation Sites.
- Specific site developments include the following:
  - Pumphouse Recreation Site — Improve aesthetics and replace toilet structures. Improve vehicle access by designating a loop-type one-way road with separate entrances and exits on the county road. Additional campsites including two group camp areas will be developed as prescribed in a project plan. All work will be completed within 5 years.
  - River Hiking Trail (Gore Canyon to Red Gorge) — Write a project plan and do survey and design for improvement of an existing river trail and construction of new trail segments to be completed within 5 years. Primitive sites and interpretive signing will be located along the trail. Interpret geology, wildlife, and other natural resources.
  - Radium Recreation Site — Complete survey and design, and develop area as prescribed in 1988 project plan. Complete development within 5 years.
  - Island Public River Access — Develop moderate vehicle access to the

river, if access can be obtained, on existing jeep trail so that large buses used by commercial river outfitters would not have access, in consideration of Rancho del Rio. Encourage primitive camping in a suitable area.

- Yarmony Bridge — Improve safety by either restricting use to access only without parking, or by eliminating commercial outfitter ingress and egress altogether. Construct a permanent vault toilet and steps down the river bank. Develop site project plan within 2 years. If Rancho Del Rio property is acquired, defer any development at Yarmony Bridge.
- State Bridge Resort — If the Upper Colorado River is designated a National Wild and Scenic River - purchase and renovate the private historic lodge and cabins to provide a headquarters, visitor center, and museum. Develop public river access site with day use, overnight, and interpretive facilities.

### **Realty Actions**

- Requests for road and transmission line rights-of-way will be granted as long as scenic and recreational values are protected.
- Continue to work with the Denver & Rio Grande Western Railroad to ensure operations do not negatively impact visual; soil, air, and water; wildlife; and recreation resources.
- Actively pursue land exchanges and access (easements) acquisition to consoli-

date Public Land ownership adjacent to the Colorado River and to minimize trespass of private lands.

- Acquire access and easements on the following:
  - Entrance of Gore Canyon downstream from Kremmling - river access for ingress and egress.
  - Gore Canyon Ranch owned by the Northern Colorado River Conservancy District
  - easement for a riverbank hiking trail from Pumphouse downstream.
  - Radium - Yeik, Leroux, and Ranney property to consolidate land ownership and obtain access on the southwest riverbank for a hiking trail to Red Gorge downstream.
  - Ellison property upstream from Rancho Del Rio to provide access via jeep trail and consolidate ownership adjacent to the river. Acquisition would allow for development of a primitive recreation site with vehicle access to the river.
  - State Bridge - continue to pursue acquisition of a public river access site or lease for development of a recreation site with launch area and toilets on the south bank of the river.
  - Rancho Del Rio - Acquisition of this key access area would eliminate problems at the Yarmony Bridge site.

### **Administration**

- Collect fees to support on-the-ground improvements and fund seasonal employees.
- Initiate a Wild and Scenic River Study which will serve



as an amendment to the Kremmling Resource Management Plan.

- Explore alternatives to maintain minimum river flows and coordinate with Division of Wildlife to protect and enhance fisheries and wildlife.
- Reevaluate off-highway vehicle limitations and closures which have been deferred in the SRMA.
- Consider expansion of the SRMA to include Public Lands from Colorado State Highway 9 Fishing Access Site through Gore Canyon to Pumphouse Recreation Site.
- Conduct a user preference survey and resource inventory

data base to establish carrying capacities.

- Staff on-the-ground positions to maintain facilities, provide visitor services, and monitor and inventory resources and recreation use.
- Pursue Land and Water Conservation funds for private land acquisition and public access easement acquisition.
- Add a six month part-time permanent river ranger position to the table of organization.

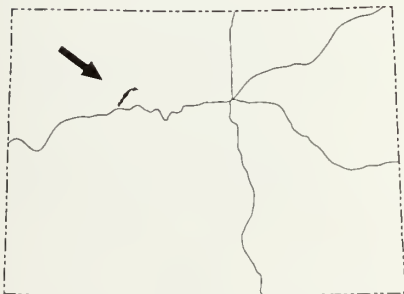
### Projected Funding Needs

Minimum custodial recreation funding of \$76,000 is needed

annually, including \$40,000 for visitor services and resource protection, and \$36,000 for maintenance.

Funding needs for annual administration of special recreation permits, signing, maintenance, and on-the-ground presence are \$76,000. One time costs for survey, design, and construction of Radium facilities are \$81,000. A total of \$150,000 is needed for a Wild and Scenic River Study and Recreation Area Management Plan revision. To acquire Rancho Del Rio property, \$300,000 is needed; \$400,000 is needed for Ellison, Yeik, Leroux and Ranney properties and additional river access; \$10,000 is needed for access easements for hiking trail in Gore Canyon; and \$400,000 is needed for acquiring State Bridge property. To construct a site on State Highway 9, \$25,000 is needed.

## Upper Colorado River - Lower Segment Special Recreation Management Area CO07802



### Description

The 50-mile segment of the Upper Colorado River from State Bridge to Glenwood Canyon flows through canyons and narrow valleys bordered by steep slopes and cliffs up to 1,000 feet above the river. This riparian environment lies at 6,000 to 7,000 feet and includes pinyon-juniper woodland, sagebrush steppe, and gambel oak scrub

ecosystems. The canyon is cut through a variety of colorful sandstone formations, volcanic intrusions, and Precambrian rock exposures. Most of the relatively wide river valleys are privately owned and under agricultural and ranching use; most of the canyons are Public Lands administered by BLM. Several small towns or settlements are found along the river. A county road and railroad parallel and cross the river at several places. The area contains a variety of wildlife including deer, elk, bald eagles and other raptors, waterfowl, and others. River flows are generally suitable for floating from late May through September. This stretch of river contains mainly Class I and Class II water, with some Class III rapids, making it attractive for diversity of boater experience levels.

Recreation opportunities and

activities in the 50-mile stretch of the Colorado River in the Resource Area include raft, kayak, and canoe floating; rainbow and brown trout fishing; undeveloped camping/picnicking; swimming; big game, small game, and waterfowl hunting; wildlife viewing; and sightseeing. The area adjoins the Bull Gulch Wilderness Study Area, providing primitive recreation.

Recreation use in 1988 was approximately 19,000 user days for all activities, with floating, fishing, camping, and sightseeing being most popular. Both commercial and private boating occurs. A commercial power boating tour operation is being established below Twin Bridges to Glenwood Canyon. The river is easily accessible by a paved and graveled county road paralleling the river.

## Management Issues

- Physical road access to the river is available at 18 different sites.
- Minimal facilities (parking area and portable rental toilets) are provided by the Bureau at four sites (Catamount Bridge, Pinball Point, Bearden's, Lyons Gulch). Boat ramps/launching areas are available at State Bridge, Catamount, Burns, Pinball Point, Bearden's, Cottonwood Island, Lyons Gulch, and Dotsero.
- The existing road to BLM's State Bridge site is rough and narrow, lacks passing turn-outs, is a safety concern, and has no easement or right-of-way for public access across private lands.
- The Burns School river access and information site identified in the RAMP is no longer feasible because the State sold it into private ownership.
- The small river access site below the Burns area bridge is subject to flooding, and space for parking and related recreation activities is restricted.
- The access road to the Burns Gulch area is rough and narrow, and poorly drained. Existing parking space is restricted. The road crosses private land (Bearden & Benton) without public access.
- The Bearden river access site is currently available for public use under a temporary right-of-way; acquisition of the site, selected for access in

the RAMP, is contingent on a current land exchange project.

- Existing river access near the Sheep Creek confluence is in the county road right-of-way across private land. It is small and parking space is restricted. The river bank is steep and prone to erosion, and is not very suitable for raft launching.
- The Dotsero and Burnt Tree Ridge sites are open to public use and are in State Highway Department's I-70 right-of-way.

### User Conflicts

- Trespass by recreational visitors onto private land from adjacent Public Land.
- Firearms use near residences along the river during hunting seasons.

### Visitor Health and Safety

- The existing unlined pit toilet in sandy soils at the BLM State Bridge does not comply with county sanitation standards.
- Catamount Bridge toilets have deteriorated beyond repair and need to be replaced.
- Temporary portable toilets are currently provided at the Bearden's, Pinball Point, Lyons Gulch, and Dotsero sites.
- Toilet facilities are lacking at high use areas in the Jack Flats area and Cottonwood Island areas.
- Railroad and county road bridge piers located in mid-

channel near Pinball rapid and at Twin Bridges pose a hazard to river floating.

### Resource Deterioration

- Deterioration of sites from littering and illegal dumping of trash is a concern.
- Losses in vegetation cover caused by fires have occurred at small sites.
- Damage to earthen and gravel surface roads and parking areas at Catamount and Lyons Gulch occurs from use during wet conditions.
- Facility damage by vandalism, rock throwing, and shooting, and removal of river maps from bulletin boards have all been problems.

### Economic Value Recreation Resources

- The area is used by commercial river rafting and fishing guide companies.
- Recreation visitor expenditures benefit local businesses operating at State Bridge, Bond, Burns, Derby Junction, and Anderson Camps.

### Other

- Agricultural and occupancy trespass on Public Lands by adjacent private landowners needs to be resolved.
- The proposed Denver Water Board stream diversion at the BLM site below State Bridge would require major road reconstruction, a diversion structure, tunnel intake, and ancillary facilities, and may

impact recreation use unless careful mitigation occurs.

## Management Objectives

- Ensure that the land, facilities, and visitors on the entire corridor from State Bridge to Glenwood Canyon are managed consistent with Roaded Natural settings, with a short stretch in the Jack Flats to Alamo Creek area (along the adjacent Bull Gulch RMA CO-078-03) according to Semiprimitive Nonmotorized guidelines.
- Provide river access sites for boater ingress/egress.
- Identify Public Lands.
- Provide toilet facilities.
- Provide visitor services.
- Monitor visitor use and resource conditions.
- Do periodic site cleanup.

## Proposed Management Program

### Resources

- Close the area to firewood cutting permits. Require use of dead and down firewood. Prohibit open campfires during periods of high fire hazard, and require the use of fire pans or stoves.

### Visitors

- Maintain availability of a river brochure/map that shows land status, access points, river use sites, mileages, facilities, hazards, regulations, management objectives, and recrea-

tion opportunities available, and interprets the natural environment.

- Display information at the Resource Area Office visitor room and at local visitor information centers.
- Provide informational and directional signing along access roads and at recreation sites to identify Public Land boundaries, hazards, and recreation regulations and opportunities.
- Provide uniformed Bureau personnel presence on a regular basis during the primary use season (Memorial Day to Labor Day) to provide visitor information and assistance, convey management concerns, monitor use and impacts, and ensure compliance with Special Recreation Permit (SRP) policy and stipulations.

### Facilities

- Development
  - Manage a total of 10 developed sites to accommodate river boat ingress/egress.
  - Manage 20 undeveloped sites, with minimum identification, for resource monitoring and protection.
  - Develop the BLM State Bridge site to accommodate camping and day use for 50 persons at one time and include boat landing area, permanent toilets, information boards, and resource stabilization. Improve access road.
  - Facilities are planned for four additional sites (Burns Gulch, Cottonwood Island, Dotsero, Burnt Tree Ridge).
- Between State Bridge and Catamount Bridge, between Catamount Bridge and Burns, and between Burns and Twin Bridges, provide undeveloped, primitive sites for boater overnight camping and picnic stops to accommodate 25 persons at one time, and include boat landing areas, bank stabilization, brush clearing, rustic fire rings and log seats, and low volume sanitation facilities.
- Acquire and develop the Burns Gulch site for river camping and picnicking to accommodate up to 75 people at one time and for use as an administrative outpost. Improve the existing access road and provide parking, a boat ramp, toilets, visitor information, bulletin board, and signing.
- Develop Jack Flats to help preserve adjacent wilderness characteristics in the Bull Gulch Wilderness Study Area.
- Develop a new access road, parking, and interpretive signs to accommodate up to 25 people at one time at an overlook on the river canyon rim north of the rodeo grounds east of Burns.
- Acquire the Bearden river access site and develop a boat ramp, parking, sanitation, and picnicking facilities to accommodate up to 25 people at one time.
- Acquire and develop a boat ramp, parking, and sanitation facilities to accommodate up to 25 people at one time near Sheep Gulch.
- Develop a boat ramp, gravel surface parking, sanitation,



and picnicking facilities to accommodate up to 25 people at one time at the Cottonwood Island river access site.

- Develop fishing, camping, and picnicking facilities to accommodate up to 25 people at one time at the Lyons Gulch river access.
- Develop parking, boat ramp, landscaping, visitor information, and permanent toilets to accommodate up to 25 people at one time at the Dotsero river access site. Cooperate with the Colorado Highway Department.
- Develop river access and I-70 bike path trailhead facilities, including paved parking, permanent toilets, landscaping, and visitor information to accommodate up to 100 persons at one time, at the Burnt Tree Ridge site. Cooperate effort with the Colorado Highway Department and White River National Forest as an integral part of the Glenwood Canyon Project.
- Maintenance
  - Provide maintenance twice a week for 10 developed and semideveloped sites during the summer season (Memorial Day to Labor Day) and weekly during the fall big game hunting seasons.
  - Provide monthly maintenance for 20 undeveloped sites during the summer and fall seasons.
  - Maintain and improve the narrow road to the BLM State Bridge river access site, and construct passing turnouts, a parking area turn-around, and campsite

parking spurs.

- Maintain and improve the Burns Gulch area access road with widening, drainage, parking, and turnaround.

#### Realty Actions

- Acquire a public access easement across private land on the existing road to the BLM State Bridge site, or at Piney Creek as an alternate if State Bridge options close.
- Acquire a public access easement on the existing road across private land (Benton, Bearden) to the Burns Gulch site as an alternate to the Burns School option, which closed with its sale by the State of Colorado.
- Complete acquisition of the Bearden Twin Bridges river access site.
- Pursue public access land acquisition or easement near the river's confluence with Sheep Creek.
- Resolve trespass on Public Lands river access sites along the county road and boater picnic/camp stopovers by vacating the trespassing use and restoring vegetative diversity. Pursue land exchanges for trespasses not suitable for river access or stopover sites.

#### Administration

- Enter into a cooperative agreement with the County Sheriff's Department to provide emergency services. Employ BLM river management personnel trained and

equipped for first aid and swift water rescue.

- Identify and sign "no shooting zones" near residential areas along the river.
- Inform visitors of the "pack your trash out" policy through signing, and conduct periodic cleanups as needed.
- Coordinate with the Kremmling Resource Area for management of the entire river corridor as a unit. Cooperate with the White River National Forest, Colorado Highway Department, Eagle and Garfield Counties, local landowners and the general public in identifying management problems, concerns, and solutions.
- Provide BLM law enforcement ranger patrols at least twice weekly during the summer for BLM regulations and cooperate with the Division of Parks and Outdoor Recreation to enforce State boating safety regulations.
- Enter into a cooperative management agreement with the Colorado Highway Department to provide river access sites at the Dotsero and Burnt Tree Ridge Sites.
- Monitor visitor use and resource conditions to provide a data base for revising the management plan.
- When railroad bridges are to be replaced, coordinate with the Denver Rio Grande and Western Railroad and with county governments to obtain bridges with a more safe design.

- Cooperate with the Denver Water Board in its planned diversion in order to minimize boating navigation problems past the diversion structure.
- Cooperate with Eagle County to ensure maintenance of roadways and parking areas at river recreation sites and to ensure that county road improvements do not adversely affect the sites.
- With the Forest Service, cooperatively issue and administer permits for the commercial motorized boat tour operation below Twin Bridges.
- Continue "No Surface Occupancy" stipulation on oil and gas leases on developed access sites and river use sites,

and within 0.5 mile of the river corridor to prevent recreation resource degradation.

- Continue existing withdrawal for recreational purposes (PLO 5061) on the Lyons Gulch and Catamount Bridge sites. Withdraw other recreation sites, developed and undeveloped.
- Close or restrict off-highway-vehicle use in the area. Control vehicle use with physical barriers at recreation sites to minimize resource damage.

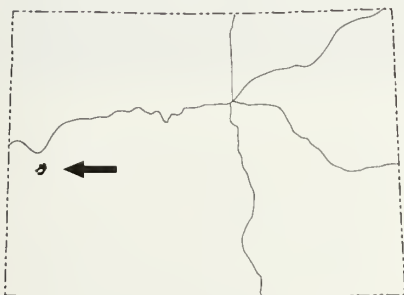
annually, including \$24,000 for visitor services and resource protection, and \$12,000 for maintenance.

For the recreation program from 1990 to 1994, \$10,000 will be needed annually for resource protection on 30 recreation sites and 26 site withdrawals. Another \$16,000 is needed annually for visitor services including maps, brochures, signing, and on-the-ground patrols. Recurring facility management will require \$154,000 over this period - at State Bridge, Catamount Bridge, Burns Gulch, the Burns overlook, Pinball Point, Bearden, Sheep Gulch, Cottonwood Island, Lyons Gulch, Dotsero, and at Burnt Tree Ridge

## Projected Funding Needs

Minimum custodial recreation funding of \$36,000 is needed

## Dominguez Special Recreation Management Area CO07607



### Description

The 30,000-acre Dominguez Special Recreation Management Area includes the Dominguez Wilderness Study Area and some adjacent BLM lands at Bridgeport, Dominguez Campground, and Cactus Park that all provide access into the SRMA. The major features are 17 miles of Big and 20 miles of

Little Dominguez Canyons. Both canyons have perennial streams in redrock canyon country that maintain a trout fishery in their upper reaches.

All public use in Big and Little Dominguez Canyons involves hiking since there are no roads. Dominguez Campground is used by car campers and as a trailhead into upper Big Dominguez Creek. Bridgeport is both a Gunnison River boat launch (canoes, rafts) and trailhead into the lower Big and Little Dominguez Creek Canyons. It is also a popular floatboating campsite. The Cactus Park trailhead has become a significant hiking access point into Big Dominguez Creek Canyon. Approximately 45,500 people participate in activities such as hiking, camping, hunting, fishing, and boating in this area annually.

Vehicle access to Bridgeport is usually open year round due to its low elevation, while all other access points are seasonally closed. Lack of public bridge access at Bridgeport severely limits the number of visitors into the RMA, but creates a much better wilderness experience for those who make the effort to access the canyons.

The Dominguez WSA has been recommended by BLM as suitable for wilderness designation.

Existing management includes maintaining the Bridgeport boat launch/trailhead, Cactus Park Trail and trailhead, and Dominguez Campground/trailhead. Negotiations are underway to acquire private land at Bridgeport using Land and Water Conservation funds and to coordinate with school districts for an outdoor



education center at Bridgeport. Management of Rambo life estate, a recently purchased private land inholding on Little Dominguez Creek, is initiated. Livestock management is coordinated in sensitive Dominguez Creek riparian zones; mining claim activity is coordinated in Big Dominguez Canyon. River campsite management, volunteer project coordination (trail and campground maintenance), permitted vehicle use, management issues within WSA, and OHV closure at Dominguez Campground are other ongoing management actions.

## Management Issues

- Resource Considerations - Protection of riparian zones from livestock use.
- Visitor Management - Permitted vehicle use authorizations (Rambo, mining claims, livestock permittee, Bridgeport ranch operators); providing adequate public access.
- Facilities - Pending successful negotiation of the approved Bridgeport land acquisition would make historical structure management possible as an outdoor education center; river campsite development, sanitation, and overuse of existing site; trail and trailhead maintenance in Cactus Park; campsite/trailhead maintenance and OHV controls at Dominguez Campground.
- Access - Physical access needs at Bridgeport (new bridge, parking, boat launch).
- Administrative/multiple use concerns - Campsite use by



*Hiking in Dominguez Canyon SRMA*

commercial outfitters; VRM class I, II land use constraints.

tained in an essentially historical land use fashion.

## Management Objectives

Manage the land and facilities, visitors, and management actions themselves according to the Back-Country recreation guidelines opportunities in most of the SRMA (all of the WSA). Maintain Walk-In recreation opportunities at the trailheads and river campsite. The existing and proposed residential and agricultural developments at the Bridgeport ranch would be main-

## Proposed Management Program

### Resources

- No specific measures identified.

### Visitors

- Manage permitted vehicle use within WSA to reduce conflicts with visitor use and



primitive recreation opportunities.

- Develop a hikers' guide and provide adequate public information to address public inquiries about the area.
- Provide timely public information concerning seasonal road conditions.

### Facilities

- Develop public foot/horse bridge access at Bridgeport and related parking, sanitation, and visitor use controls.
- Develop more useable boat launch at Bridgeport.
- Develop a floatboating use campsite near the mouth of Big Dominguez Creek with adequate sanitary facilities and visitor use controls.
- Provide adequate maintenance and management of all trails, trailheads, and campground.

- Provide for adequate road maintenance to Dominguez Campground and Cactus Park trailhead.

### Realty Actions

- Acquire Bridgeport private land.

### Administration

- Coordinate development of an outdoor education facility based at the existing historical structures at Bridgeport.
- Develop public horse riding policy when new bridge provides physical access.
- Obtain instream water flow assurances in Little and Big Dominguez Creeks.
- Provide volunteer project coordination for trail and campground maintenance.
- Provide law enforcement as needed to deter unauthorized land uses.

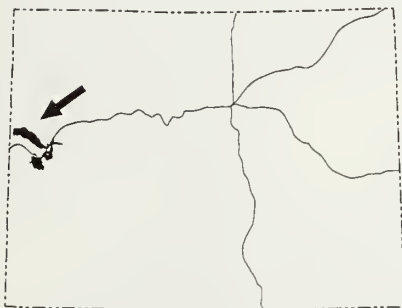
- Manage Rambo life estate.
- Pursue a "let burn" fire policy where practical for visual, resource management, and ecological reasons.

### Projected Funding Needs

Minimum custodial recreation funding of \$30,000 is needed annually, including \$16,000 for visitor services and resource protection, and \$14,000 for maintenance.

Funding needs also include dollars for realty actions, law enforcement ranger, volunteer coordination, cartographic assistance, bridge construction and trailhead parking at Bridgeport, sanitary facilities at river campsite, visitor information specialist position, recreation technician, program coordination, cooperative agreements, fire monitoring in WSA, State Office Engineering Services support

## Grand Valley Special Recreation Management Area CO07609



### Description

The Grand Valley Special Recreation Area consists of all BLM lands within a 1/2-hour drive of the

Grand Junction metropolitan area. The area is characterized by rolling badlands and sagebrush topography that literally has roads and trails everywhere. Commonly known as the "free zone," this close-in area to the Western Slope's largest urban community is a backyard playground on weekdays and weekends, and all year long. Activity participation is extremely diversified from group parties to target shooting, from pleasure driving to garbage dumping, and from OHV competition to solo hiking. Interstate 70 and a major irrigation canal servicing private

lands border this SRMA.

Significant recreation use zones include the Rabbit Valley Group Use Area (14,000 acres), Cactus Park Group Use Area (6,500 acres), Little Park Road/Rough Canyon Recreation Area (2,500 acres), 20 miles of the Gunnison River, Bangs Canyon (32,000 acres), Mt. Garfield/Coal Canyon (4,000 acres), Grand Valley Desert (82,000 acres), and the 29 road intensive OHV use areas (9,000 acres). Because each of these areas has distinguishing characteristics, it is useful to treat them as individual management subunits of the overall

recreation management area.

Over one million people use this area for any number of activities. Major off-highway vehicle use, free zone use (undefined), partying, and hiking account for the more popular recreational activities. Hunting, fishing, boating, wildlife viewing, and target shooting also occur.

Existing management includes installing numerous OHV, pack your trash, and Public Land boundary signs. Several acres (12,000) "No Target Shooting Zones" (12,000 acres) are identified and implemented. The area is used heavily by the public for off-highway vehicles, and special recreation permits are issued for 10 OHV events annually. Efforts are being coordinated with local community groups to initiate an interstate mountain bike trail, called the Kokopelli's Trail. Special group

use management areas in Rabbit Valley and Cactus Park are monitored. The river corridor along the Gunnison River is protected for canoeing, rafting, and camping values, and mineral and right-of-way restrictions are implemented. Off highway vehicle closures in the Mt. Garfield Trail and trailhead area are enforced. Special recreation permits are issued for big game hunting in Kannah Creek and Bangs Canyon, and for Little Park Road/Rough Canyon Recreation Area. Access and land exchanges in Rabbit Valley, Prairie Canyon, Mt. Garfield, and Bangs Canyon are being negotiated. Volunteer projects such as Public Land cleanups, trail maintenance, and sign maintenance are being coordinated, and there is coordination with the law enforcement ranger.

## Management Issues

### Visitors

- Informational and interpretive signing at entrances to Public Land, recreation sites and special use areas;
- Public Land boundary identification; ability to respond to numerous public inquiries.

### Access

- Access and land tenure adjustment needs in Rabbit Valley, Prairie Canyon, Mt. Garfield, Bangs Canyon, Gunnison River, Hunter Canyon, Carpenter, Horse Mountain, and Indian Creek.



Doug Huntington

Mountain biking on Kokopelli's Trail, Grand Valley SRMA



### Administration

- Enforce OHV management decisions in intensive use, restricted, and closed areas;
- Coordinate with other agencies at five city reservoirs, five cultural sites, three cooperative management areas, and R&PP leases;
- manage volunteer projects to meet public needs.

### Public health and safety

- Enforce no shooting zones and trash dumping.

## Management Objectives

Maintain the Walk-In character of resources, visitor use, and BLM actions in the nonroaded areas of the Gunnison River, Bangs Canyon, Mt. Garfield, Wild Horse Area, Hunter Canyon, Rabbit Valley, Palisade Watershed, Juanita and Hallenbeck Reservoirs, Jerry Creek Reservoirs, and Demaree Canyon.

Maintain Semiprimitive Motorized character in roaded areas providing access into the Gunnison River, Bangs Canyon, Wild Horse area, Rabbit Valley, Hunter Canyon, and Demaree Canyon.

Manage the character within Roaded Open Country guidelines at the use zones in Rabbit Valley, Cactus Park, Little Park, and intensive OHV use areas.

## Proposed Management Program

### Resources

- No specific measures identified.

### Visitors

- Continue to expand Public Land boundary and informational signing.
- Maintain no shooting zones.
- Perform public use supervision to reduce inappropriate public activities and provide visitor services in the field; maintain trails.
- Provide immediate public information to all phone, written, and walk-in inquiries including provision of BLM ownership maps, and special map/brochures for Mt. Garfield, Little Park Road/Bangs/Rough Canyons, Gunnison River, Rabbit Valley, Wild Horse Area, Kokopelli's Mountain Bike Trail, Cactus Park, intensive OHV use areas. Continue involvement with the Colorado National Monument Association to sell literature and materials at the Grand Junction Resource Area BLM office related to regional Public Lands and resources.

### Facilities

- Develop parking and sanitary facilities at Cactus Park, Rabbit Valley, Little Park, Gunnison River access points, and Mt. Garfield trailhead.

### Realty Actions

- Pursue land tenure adjustments and/or public access agreements at Rabbit Valley, Prairie Canyon, Mt. Garfield, Bangs Canyon, Wild Horse Area, Gunnison River, Hunter Canyon, Carpenter, Horse Mountain, and Indian Creek.

### Administration

- Ensure compliance with Visual Resource Management (VRM) objectives (Mt. Garfield, Bookcliff face, Grand Mesa Slopes, Rabbit Valley, Little Park, Cactus Park, Gunnison River).
- Continue to coordinate public use of Public Lands in cooperative management areas (five city reservoirs, five cultural sites, two or more R&PP leases, Loma State Wildlife Area, Highline Lake State Recreation Area, river-front commission).
- Apply use stipulations at group use areas for special uses and events (Cactus Park, Rabbit Valley, Little Park, intensive OHV area).
- Pursue a "let burn" fire policy where practical for visual, resource management, and ecological reasons.

## Projected Funding Needs

Minimum custodial funding of \$98,000 is needed annually, including \$75,000 for visitor services and resource protection, and \$23,000 for maintenance.

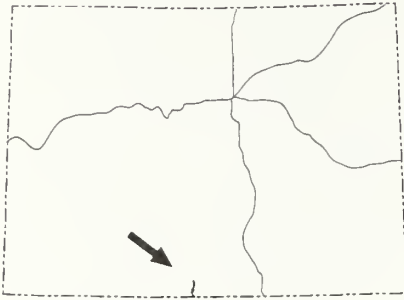
Funding needs also include dollars for related realty actions, law enforcement ranger, cartographic assistance, construction of sanitary facilities and parking areas, visitor information specialist position, recreation technician, Wild & Scenic River study, volunteer coordination, map printing, cooperative management agreements and commitments, program coordination, State Office Engineering Services support, fire monitoring, special Recreation permit files clerk.



## Rio Grande River

### Special Recreation Management Area

#### CO05601



### Description

This 21-mile segment of the Rio Grande River is free-flowing, and has high water quality and gradual gradient with no large rapids or falls. These features, plus the outstanding opportunities for viewing waterfowl, hawks, owls, eagles, and big game in the close confines of the canyon walls, are the main attractions along the lower portion of the river. Scenic vistas from the more open portions of the river include the Brown Hills, Flat Top (proposed Area of Critical Environmental Concern), San Luis Hills Wilderness Study Area, and the Pinon Hills. Mt. Blanca and the rugged Sangre de Cristo and San Juan Mountains can be seen in the distance.

The southern 8.8 miles of this river segment are being recommended by BLM for Wild and Scenic River designation in the draft San Luis Resource Management Plan. The river is accessible to vehicles in several places along the first 2 miles of this segment. However, the next 6.8 miles are inaccessible because the river flows through a box canyon with sheer rock walls. This portion of the river offers none of the expansive vistas of the other portion. Instead, the vertical rock walls create an enclosed setting and help convey an intense feeling of remoteness and solitude.

Primary visitor use along the river is fishing, hunting, floatboating, wildlife viewing, and picnicking. Visitor use over this 4,395-acre area is estimated to be approximately 20,000 user days annually.

The existing management level is less than custodial. Management consists of maintaining a sign board and register, and making periodic spot checks by personnel from the Taos Resource Area for visitor use estimates. Commercial rafting is also managed by the Taos Resource Area.

### Management Issues

The Rio Grande River immediately adjacent to and south of this segment in New Mexico is already designated a Wild and Scenic River. There is a growing need for uniform management of the river from Lobatos Bridge south. Recreation use along the river is increasing, causing increased disturbance of nesting waterfowl and predatory birds. Successful wildlife reproduction is hampered. More management controls are needed. Allocation of recreational use on the proposed Wild and Scenic segment may be required and could be controlled by permitting.

Because the same outstanding river values in New Mexico also occur in the Colorado segment, the rationale for deletion of the Colorado segment from the original Wild and Scenic designation is unclear.

The absence of Public Lands on the eastern side of this river segment should not be viewed as a barrier to designation, as the same situation exists immediately adjacent to and within the existing New Mexico Wild and Scenic designation.

### Management Objectives

Public Lands along the 12.3-mile segment north of Lobatos Bridge will be managed as Special Recreation Management Areas to provide opportunities for floatboating, fishing, hunting, picnicking, and sightseeing. Public access and improvements will be made.

There are 1,760 acres of this SRMA that will be managed to retain the undisturbed, natural (Walk-In) environment found along the 8.8-mile segment of the river just north of New Mexico. A Roaded Open Country character will be maintained in the northern two-thirds of the SRMA. Facilities such as restrooms, parking, and boat launching areas will be located here. Livestock grazing will be evident.

### Proposed Management Program

#### Resources

- Rehabilitate riparian vegetation along most of the river.

#### Visitors

- Prepare an informative and interpretive brochure and a video for this area, and provide additional signing to direct people to facilities and boater access points.

#### Facilities

- Provide two river access points with parking areas, restrooms, and boat launch sites. Construct 1 mile of fencing with one cattleguard

to protect riparian resources and for public safety.

- Improve 10 miles of existing, poorly developed road in four segments, to allow easier and safer access to the river and planned facilities.
- Conduct site cleanup twice a month from May through October, and pump toilet vaults once each season. Annually maintain 10 miles of improved road.

#### Realty Actions

- Acquire scenic or protective easements along 10 miles of private property on the east side of the river. Complete the two current land exchanges near the Lobatos Bridge for improved access and additional river recreational frontage.

#### Administration

- Recommend to Congress designation of the lower 8.8 miles of the Rio Grande River as an addition to the National

Wild and Scenic River System—6.8 miles located in the gorge as Wild, and the remaining 2 miles between the mouth of the gorge and Lobatos Bridge as Recreational.

- Coordinate Wild and Scenic River designations with state and Federal wildlife departments, state and county government agencies, livestock permittees, and the Federal Energy Regulatory Commission.
- Retain OHV closure to protect the wildlife and primitive, natural features found in the proposed Wild and Scenic corridor.
- Upon Wild and Scenic River designation, consider the need for revoking all water power-site and water storage withdrawals.
- Allocate use in the Wild and Scenic segment of the river by controlled permitting in coordination with the Taos Resource Area.

- Acquire scenic easements to protect wildlife, riparian vegetation, and recreational values along the eastern side of the river.
- Provide additional immediate monitoring of visitor use to determine optimal visitor use levels for maintaining wildlife and solitude. Also monitor riparian rehabilitation efforts.
- Complete a Recreation Area Management Plan.
- Staffing needs include a full-time recreation planner and a temporary recreation technician to work in this and two other management areas.

#### Projected Funding Needs

Minimum custodial recreation funding of \$20,000 is needed annually, including \$15,000 for visitor services and resource protection, and \$5,000 for maintenance. Funding needs include \$8,400 for the area recreation planner and \$5,600 for a temporary recreation technician.

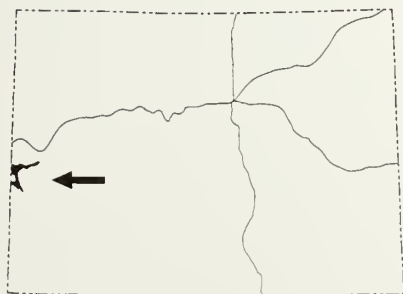
## Gateway Special Recreation Management Area CO07608

### Description

The significant recreation use zones in the Gateway Special Recreation Management Area include the 26,000-acre Palisade Outstanding Natural Area (ONA), 36 miles of the Dolores River corridor, the 12,000-acre Sinbad Valley, the 18,000-acre Sewemup Mesa Wilderness Study Area, and 40 miles of Unaweep Canyon. Most of the landscape is spectacular Colorado

plateau with predominantly redrock/slickrock cliffs, canyons, and monoliths. The only exception is Unaweep Canyon which is a 2000-to 4000-foot deep steep metamorphic canyon. All of the SRMA has one common and overwhelming attribute of high scenic value, and the recreation value is strongly related to this aesthetic value.

Dominant recreational uses include river running, hunting, OHV exploring, and highway sightseeing.



Existing management involves some pack-your-trash, OHV, WSA, and Public Land boundary signing, a river use handout, public use management coordination, and a brochure on the Unaweep Seep Area of Critical Environmental Concern, public access information, geologic sightseeing information, predominantly Visual Resource Management II management, and other public information on resource issues and concerns.

## **Management Issues**

### **Resources**

- Visual resource management impacts with potential placer and hardrock mining.

### **Visitors**

- Informational/interpretive signing needs along State Highway 141 in Unaweep and the Dolores River Canyons.

### **Facilities**

- OHV and trail development issues in the Palisade ONA.

### **Access**

- Access needs across private land to the Palisade ONA, Dolores River, and Sewemup Mesa;
- Land exchanges along the Dolores River.

### **Administration**

- Coordination of Dolores River flows (dam releases) with floatboating;
- Potential for Dolores River study and designation under the National Wild and Scenic Rivers System;

- Potential wilderness designation issues in the Palisade WSA and Sewemup Mesa WSA. (Sewemup Mesa is recommended by BLM as suitable for wilderness designation. The Palisade was not recommended as suitable for wilderness designation; however, wilderness interest group pressure remains a significant factor.)

## **Management Objectives**

Maintain Back-Country and Walk-In recreation characteristics of resources, visitor use, and BLM actions in Sewemup Mesa and portions of the Palisade ONA.

Maintain Semiprimitive Motorized recreation characteristics in the existing roaded portions of the Palisade ONA and Sinbad Valley.

Maintain natural landscape characteristics along the Dolores River through Visual Resource Management and boating shoreline use restrictions.

## **Proposed Management Program**

### **Resources**

- No specific measures identified.

### **Visitors**

- Provide for immediate response to all public information phone, written, and walk-in inquiries concerning public use of the Palisade ONA, Dolores River, Sinbad Valley, and the Unaweep Canyon/Dolores River State Highway 141 sightseeing corridor.
- Make available a map/brochure on the Palisade ONA, Juanita Arch, Dolores River, and State Highway 141

scenic corridor, including Sinbad Valley.

- Develop interpretive signing along the State Highway 141 scenic corridor through Unaweep and Dolores River Canyons in accordance with the scenic corridor master plan being developed by the Colorado University design class.

- Sign OHV designations, Public Land boundaries, and WSA boundaries.

- Continue to respond to public use and interest in the area, and to resource management issues such as fire policy, OHV, hunting access, public information, and so forth.

### **Facilities**

- No specific measures identified.

### **Realty Actions**

- Acquire access across private land at two locations in the Palisade ONA, one location in Sinbad Valley.

- Pursue Public Land acquisitions and land tenure adjustments along the Dolores River and by the Unaweep Seep to provide better shoreline access to the Dolores River and West Creek.

### **Administration**

- Coordinate predictable Dolores River flows for each floatboating season and ensure this information is available on the Bureau of Reclamation river information phone recording system.



- Provide compliance with VRM Class II management objectives.
- For visual, resource management, and ecological reasons, pursue a "let burn" fire policy where practical.

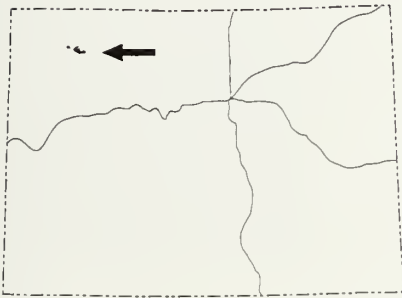
## Projected Funding Needs

Minimum custodial recreation funding of \$21,000 is needed annually, including \$15,000 for visitor services and resource protection, and \$6,000 for recreation maintenance.

Funding needs include dollars

for related realty actions, law enforcement ranger, cartographic assistance, visitor information specialist position, recreation technician, Wild & Scenic River study, volunteer coordination, map printing, program coordination, fire monitoring, State Office Engineering Services support, SRP files clerk, and wilderness IMP.

## Upper Yampa River Special Recreation Management Area CO01601



### Description

This segment of the Yampa River provides one of the few canoeable river segments in Colorado west of the Front Range. It offers outstanding fast flatwater boating through an enclosed, largely natural sagebrush setting, and meanders through intermittent pastoral landscapes in its first 53 miles from the town of Craig to Juniper Hot Springs (a 1- to 3-day trip). After traversing the Axial Basin, the river enters Juniper Canyon, which sports a large rapid providing a short whitewater run, not recommended for canoes.

Annual visitation for all activities on this segment, covering 19,800 acres, is estimated at 3,000 user days, up 100 percent in the past 5 years. Primary activity participation consists of canoeing, fishing, hunting, and camping. Much of the increase is attributable to commercially outfitted weekend canoe trips

under permit with BLM.

Current management is constrained by fiscal limitations; however, a primary takeout for the longer Little Yampa Canyon portion was developed in 1988 and sanitation facilities for one on-river campsite are planned for 1989.

The National Park Service's Nationwide Rivers Inventory included an 83-mile segment of the Yampa River from its confluence with the Williams Fork River to Dinosaur National Monument. BLM is committed to study this river's suitability for designation within the National Wild and Scenic Rivers System, pending receipt of appropriated funding capability.

### Management Issues

- Cooperative agreements or other partnerships must be negotiated to ensure river access for put-in and take-out points including Juniper Canyon.
- Increasing use raises the potential for trespass problems.
- Safety issues such as the stringing of barbed wire across the river at low flows.

- Flat water river boating opportunities such as the Yampa provides are scarce in the region; their long-term availability needs to be ensured.
- The Juniper-Cross Mountain hydroelectric dam project.
- Development of the Iles Mountain tract for coal mining.

### Management Objectives

Management objectives within the Little Yampa Canyon prescribe maintenance of existing resource characteristics. Emphasis within the canyon is on providing activities including canoeing, fishing, hunting, and camping. Management through Juniper Canyon is focused on providing whitewater boating. Specific prescriptions have been developed for both management units within the SRMA:

- Within the Upper Little Yampa Canyon, prescriptions are to:
  - Ensure that the land, facilities, visitors, and recreation management actions are managed according to Roaded Open

Country, and Rural character class criteria (see Table 2-1.2).

- Manage Public Lands to provide flatwater boating within highly valued settings.
  - Provide high quality visitor services including signs and interpretive publications and/or displays.
  - Provide basic support facilities including access roads, parking areas, and sanitation facilities.
- Prescribed management in the Lower Little Yampa Canyon and in Juniper Canyon is to:
    - Ensure that the land, facilities, and visitors are managed according to Semiprimitive Motorized and recreation management actions according to Semiprimitive Motorized character class criteria.
  - Coordinate and cooperate with other governments and private landowners along the river through agreements and partnerships to provide access, provide for visitor health and safety, maintain existing settings, and reduce user conflicts.
  - Protect desired Semiprimitive settings from incompatible uses, such as mining.

## Proposed Management Program

### Resources

- Conduct instream flow analysis to determine needs for recreation, fish, wildlife, and Wild and Scenic River designation.

- Allow no new utility or transmission corridors and rights-of-way.
- Maintain Class II visual resource management standards.
- Allow grazing to continue except within developed or intensively used recreation sites.
- Allow mechanical treatments (e.g., burning and reseeding, water developments, etc.) for range and wildlife habitat improvement only on a case-by-case basis.

### Visitors

- Develop map/brochure to provide recreation, safety, and other pertinent information to the public.
- Provide visitor contact on the ground through uniformed BLM personnel and volunteers.
- Provide signing for information, direction, and interpretation at put-in and take-out points.
- Develop interpretive plan.

### Facilities

- Construct access roads, parking areas at put-in and take-out points, and sanitary facilities as needed or required.
- Provide only facilities needed to maintain the natural setting

at heavily used campsites and use areas.

### Realty Actions

- Enter into cooperative agreements, easements, or partnerships to ensure continued access at key locations.
- Negotiate to acquire or exchange inholdings and other key access and use areas.

### Administration

- Coordinate with the City of Craig, Moffat County Commissioners, the State of Colorado, private landowners, and other entities to obtain public access, ensure public safety, protect the resource, and prevent conflicts.
- Within the lower unit (15,360 acres), from Milk Creek to Morgan Gulch:
  - Include no surface occupancy stipulations on new Federal oil and gas leases.
  - Prohibit leasing for surface coal mining, surface occupancy for underground coal leases, and mineral material sales, including areas with split-estate Federal minerals.
- Limit off-highway vehicle use to designated routes.
- Within the upper unit (4,480 acres), from confluence of the Williams Fork River to Milk Creek:
  - Same as described above, except that activity associated with the potential Iles Mountain Coal Tract lease will be considered on a case-by-case

basis (i.e. railroad spur, powerlines, visible open pit mining, etc.).

- Conduct user preference/visitor use surveys to establish a data base for determining specific management direction, including the development of carrying capacities.

- Seasonal employees/volunteers may help provide visitor services and facility maintenance.

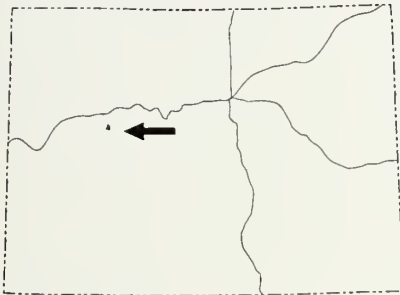
## Projected Funding Needs

Minimum custodial recreation funding of \$20,000 is needed annually, including \$15,000 for

visitor services and resource protection, and \$5,000 for maintenance.

A one-time cost for completion of a river management plan is estimated at \$25,000; an additional \$150,000 is needed over a 2-year period for determination of Wild and Scenic River suitability through a formal amendment of the Little Snake Resource Management Plan.

## Thompson Creek Special Recreation Management Area CO07813



### Description

The Thompson Creek area includes a steep walled canyon with cliffs and rock outcrops displaying steep, dipping formations of the Grand Hogback, evidence of the mountain building uplifts which created the Southern Rocky Mountains. The canyon is about 2,000 feet deep, with elevations along the creek dropping from 7,400 feet on the west side to 6,500 feet near the confluence with the Crystal River. Encompassing about 4,300 acres, the diverse riparian zone is dominated by spruce; cottonwoods and willows border the creek. The canyon sides include pinyon-juniper woodland, gambel oak scrub, and western spruce-fir forest. A variety of wildlife is found in the area, including deer, elk, bear, mountain lion, coyote, turkey, grouse, and other animals. The area has a rich history,

including Ute Indian occupation, mining, and railroad building.

Recreation opportunities and activities in this area include drive-in and walk-in camping and picnicking, hiking, rock climbing, brook trout fishing, small and big game hunting, environmental study (geology, ecology, history), wildlife viewing, sightseeing, horseback riding, snowmobiling, and cross-country skiing. There were approximately 2,000 user days in 1988, mainly related to camping, hunting, nature study, and sightseeing. The area is used by the local Colorado Rocky Mountain School for outdoor study programs.

### Management Issues

#### Access

- Public access is available from Pitkin County Road 1C and a BLM road on the west side. The BLM road is unsurfaced over clay soils which are slippery and muddy when wet. The parking areas and roadways at the trailhead and camping area are rough and poorly drained.
- Access into the area is available by the existing trail

along the creek. The trail is rough in places, and rock outcrops pose a barrier in places. The trail extends east into private lands along a historic railroad grade, but public access is not available.

#### User Conflicts

- Recreation users trespass onto adjacent private lands on the east side.

#### Visitor Health and Safety

- The recurring day and overnight use poses a human waste disposal problem. Toilet facilities are not presently available, and visitors have installed open latrines along the creek side.
- The access road is a safety concern when wet due to muddy and slippery conditions.
- The existing road on the west hillside is a safety concern due to its steepness and narrow width.



### Resource Damage

- Litter and trash accumulate in the trailhead and camping area.
- Unsurfaced roads and parking areas are damaged from use when wet.
- Damage to vegetation and soil occurs from excessive vehicle use and visitor activities.

### Economic Value of Recreation Resources

- Recreation use in the area results in minor benefits to the local economy from visitor expenditures. The area is used by local outfitter/guide hunting operations, resulting in income to their business.

### Other

- The Colorado Rocky Mountain School is interested in a cooperative agreement for use of the area in outdoor education programs, and carrying out volunteer projects.

## Management Objectives

- Ensure that the land, facilities, and visitors is managed for Semiprimitive Nonmotorized recreation character class, although part of the area is in the Roaded Natural class (see illustration page 71).
- Acquire a trail easement across private land to provide access into the area from the east.
- Provide maintenance on the access road, the trail, and parking areas.

- Provide toilet facilities and periodic cleanups.
- Patrol the area an average of six times a year.

## Proposed Management Program

### Resources

- Continue monitoring of aquatic habitat conditions and carry out improvements to increase fishery values.
- Close vehicle use in areas of limited clearance between trees.
- Protect the Semiprimitive Nonmotorized setting. Maintain opportunities for nature study, primitive camping, hiking, and wildlife viewing.
- Physically close and rehabilitate the disturbed areas along the steep road on the west side.
- Continue the “Conditional Suppression” fire management prescription for the area.

### Visitors

- Identify Public Land boundaries through signs and a land status map of the area.
- Provide weekly patrols in the area.
- Provide toilet facilities during the peak visitation period (summer/fall seasons). Consider permanent toilet facilities if cost effective.
- Continue the “pack your trash out” policy and request

cooperation from visitors through signing. Conduct cleanups as needed.

- Provide law enforcement patrols as needed.

### Facilities

- Develop a six-unit camp/picnic area. Provide gravel surfacing, parking, toilet, and fireplaces.
- Develop a through trail along the creek with a trailhead along State Highway 133 west of Carbondale. Improve the existing trailhead.
- Maintain the access road up to the trailhead annually. Improve with gravel surfacing. Cooperate with the Forest Service and Pitkin County on access road maintenance. Maintain the existing hiking trail along the creek.

### Realty Actions

- Acquire a trail easement for nonmotorized public use across private property on the east side of the area.

### Administration

- Develop a cooperative management agreement with the Colorado Rocky Mountain School for use of the area in outdoor education program and to carry out volunteer projects.
- Manage the area under Visual Resource Management Class I objectives to protect visual values.
- Continue the “Unsuitable Zone” designation for the area

to prevent development of utilities and communications facilities within the area.

- Cooperate with the Forest Service and Pitkin County on access road maintenance.
- Review and update the area management plan last updated in 1974.
- Continue the existing closure to oil and gas leasing, mineral location, and mineral sales in the canyon area. Continue the existing "No Surface Facilities" stipulation on oil and gas leases in the upper canyon slopes.

- Permit commercial outfitting and guide operations in the area.

## Projected Funding Needs

Minimum custodial recreation funding of \$14,000 is needed annually, including \$10,000 for visitor services and resource protection, and \$4,000 for maintenance.

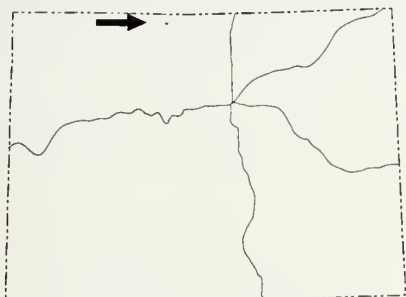
For the recreation program from 1990-1994, \$8,000 will be needed annually for resource protection on two sites, an area withdrawal, and trail rehabilitation. Another \$6,000 annually is needed for providing an area map and brochure, signing, and

on-the-ground patrols.

Facility development of a six-unit camping and picnic area with toilets is estimated at \$14,000. Facility maintenance for this area is \$3,000. Transportation construction for an access road, parking area, and trail will be \$6,000, and maintenance \$1,000.

Trail access acquisition will require \$10,000. A total of \$8,000 is needed for administrative costs including coordinating with local groups and agencies, planning actions such as environmental assessments, law enforcement, and issuing special recreation permits.

## North Sand Hills Special Recreation Management Area CO01812



### Description

The aeolian North Sand Hills lie against the dip slope at the eastern rim of North Park. These 671 acres of BLM Public Lands are located in Jackson County north of Walden, Colorado, at an elevation of 8,400 to 8,800 feet. Aspen, limber pine, and Douglas fir provide an overstory for dispersed primitive campsites. Other vegetation surrounding the two large dune areas consists of sagebrush, bitterbrush, rabbitbrush, and sparse grasses. OHVs are restricted to existing roads and trails. The dunes are very popular for four-wheel

drives, sand rails, ATV's, and dirt bike use.

The majority of recreation use occurs during Memorial Day and Labor Day holiday weekends when as many as 400 people come to the area to camp and ride off-highway vehicles. Visitor use is constrained during the summer months by an abundance of mosquitoes, and a winter snowpack makes access difficult. During the remainder of the year, use is generally low to moderate. However, recently published articles in OHV and ATV magazines have drawn attention to North Sand Hills, the only active dune area in Colorado where OHV use is presently allowed.

BLM maintains an on-the-ground management presence on heavy use weekends, including during the National Hare Scramble Motocross Races, authorized under a competitive BLM permit. Most significant recreation activities are driving OHVs, camping, sightseeing, and hunting for big game. A local

snowmobile club visits the area during winter months, but due to an abundance of other suitable areas closer to Walden, winter use is largely only incidental.

### Management Issues

- Funding is presently inadequate to provide even custodial management.
- Off-highway vehicle use continues to increase exposing some cultural resources and portions of the dunes to a need for more protective measures.
- Facilities and on-the-ground personnel are needed to provide increased resource protection and visitor services, and to maintain public health and safety.
- Intensive use also occurs on the adjacent Colorado State Forest. Coordinated manage-



OHV Event, North Sand Hills SRMA

ment presently occurs only during the administration of competitive motorcycle races.

- Within the dunes, ten small exclosures have been constructed to provide interim protection of cultural sites which were discovered in a 1977 archaeological study of the North Sand Hills. These may represent a specialized aboriginal cultural exploitation of a District geographical unit.

## Management Objectives

Management objectives within the North Sand Hills prescribe maintenance of existing resource characteristics. Ensure that the land, facilities, and visitors, as well as recreation management actions, are managed according to Semiprimitive

Motorized character class criteria (See Table 2-2.1). Specific prescriptions are as follows:

- Ensure the continued availability of OHV use while protecting cultural resources, the sand dune environment, and unique scenic resources.
- Increase visitor services through an on-the-ground presence during high use periods, provide for visitor health and safety, provide information and interpretive services.
- Establish social and resource carrying capacities based upon desired recreational experiences and settings.
- Allocate use volumes and types of activities prior to

conflicts arising from competing uses, and prior to resource deterioration.

- Manage the recreation area as one unit, which may involve acquisition of state land.

## Proposed Management Program

### Resources

- Ensure that other multiple-use resource actions are compatible with recreation and visual resource management objectives.

### Visitors

- Increase an on-the-ground presence to monitor use,



provide information, and ensure resource protection.

- Develop a map/brochure to provide visitor information for health and safety, protection, and interpretation.
- Develop an interpretive and sign plan as part of the recreation area management plan.
- Establish carrying capacity of the area.
- Visitor services will be coordinated with the State of Colorado through a Memorandum of Understanding, Cooperative Agreement.

#### Facilities

- Provide designated campsites/ areas, sanitation, fire pits, and signs.
- Increase maintenance funding

to keep facilities up to standards.

- Design facilities and access to meet handicapped visitor needs, and to complement and retain the characteristic visual landscape.
- Upgrade the access road through agreement with Jackson County.

#### Realty Actions

- Access has been assured through a previous acquisition and easement.

#### Administration

- Continue coordination with the Colorado State Forest Service and Division of Parks and Outdoor Recreation.
- Continue withdrawal from mineral claims and no surface occupancy for any mining or

oil and gas development.

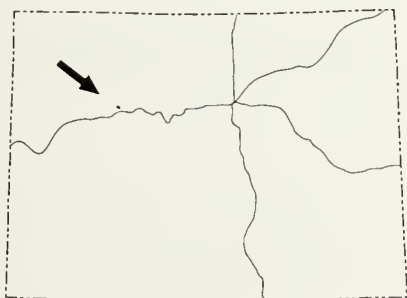
- Limit off-road vehicle use in a portion of the SRMA to designated roads and trails to protect vegetation and scenic values.
- Conduct a user preference survey to gather information about visitor needs.

### Projected Funding Needs

Minimum custodial recreation funding of \$8,000 is needed annually, including \$5,000 for visitor services and resource protection, and \$3,000 for maintenance.

Annual funding needs of \$8,000 are needed to implement special recreation permits, on-the-ground patrols, maintenance and other administrative needs. Writing a Recreation Area Management Plan will have a one-time cost of \$20,000. Facility construction is needed at an estimated one-time cost of \$60,000.

## Deep Creek Special Recreation Management Area CO07805



### Description

This Special Recreation Management Area includes 2,380 acres in a steep walled canyon with limestone and sandstone cliffs. The canyon is carved over 2,000 feet into the side

of the White River plateau and is in a karst area with many caves. The creek drops 4,500 feet in 15 miles from Deep Lake to the Colorado River. The creek is bordered by a diverse riparian zone dominated by spruce, cottonwood, and a variety of shrub species. The surrounding area is in pinyon-juniper woodland, with gambel oak scrub and sagebrush. Approximately 9.5 miles of the creek are on White River National Forest land, with about 1 mile at the mouth in private ownership, and about 4.5 miles on Public Land. The area is habitat for a variety of wildlife, including deer, elk, black bear, mountain lion, bobcat, bald eagle

and other raptors, and other animals. Rocky Mountain bighorn sheep and peregrine falcons are both planned for reintroduction, as they are indigenous to the area.

Recreation opportunities and activities in this area include roadside and walk-in camping, picnicking, and hiking; cutthroat, brook, and brown trout fishing; small and big game hunting; spelunking; wildlife viewing; nature study (geology, ecosystem); sightseeing; and snowmobiling. The area received approximately 2,000 visitor days in 1988, primarily camping, hunting, and fishing, not including the sightseeing use by through traffic

along the county road. A commercial big game hunting outfitter/guide operation uses the area.

## Management Issues

### Access

- Public access is available from the Eagle County Road 17 (Coffeepot Road), which parallels the creek for about a mile, and from a BLM hiking trail.
- Six recreation use areas with parking turnouts and driveways are along the county road.
- The trail along the creek is an unimproved cross-country route with restricted clearance through the vegetation, and a rough or nonexistent grade which limits use.
- Access is also available to the north rim (Onion Ridge) from the Coffeepot Road by an existing jeep road across Jacobsen private property. Legal public access on this road is not available.

### User Conflicts

- Trespass onto private property in the area has occurred in the past, primarily Jacobsen property.
- Long-term campsite squatting by seasonal workers in the vicinity (mainly workers on the I-70 Glenwood Canyon Project) occurs, precluding use of some sites by recreational visitors.

### Visitor Health and Safety

- Recurring day and overnight

use causes sanitation problems, which prompts complaints from local residents and Eagle County.

- With increasing visibility of caves in the area, the potential for accidents requiring search and rescue is rising.
- Heavy truck traffic through the canyon poses a safety concern with vehicles entering/leaving recreation sites/use areas along the county road.

### Resource damage

- Site degradation is occurring from littering and trash dumping, and campfire proliferation.
- Damage to vegetation and soils occurs at high use sites from vehicle use and visitor activities. Illegal Christmas tree cutting occurs along the creek.
- Existing heavy logging truck traffic generates noise and dust which conflicts with camping and picnicking activities. The conflict may worsen if truck traffic increases in volume because of a potential limestone quarry development.
- Visitor use could potentially cause damage to fragile cave resources.
- The potential limestone quarry development and other surface management activities could cause damage to recreational and natural resources, including caves in the area. A mineral withdrawal is planned for BLM land to protect the natural caves.

### Economic Value of Recreation Resources

- The area is used by local commercial big game hunting outfitting and guides operations, contributing to their income.

### Other

- The White River National Forest Service has proposed a Wild, Scenic, and Recreational River eligibility study for the area, including Forest Service and Public Lands.

## Management Objectives

Ensure that the land, facilities, and visitors are managed along the canyon bottom in the Primitive Class; the stretch of canyon paralleled by County road in the Semiprimitive Motorized Class; the basins and benches below Onion Ridge are in the Semiprimitive Nonmotorized Class (see Table 2-1.2). Emphasis will be on maintaining the Primitive and Semiprimitive setting, and on providing visitor use monitoring, toilet facilities, and periodic site cleanup (monthly during the summer season).

## Proposed Management Program

### Resources

- Prevent damage to vegetation through visitor information. Close the driveways with restricted clearance in the riparian area and restore groundcover vegetation.
- Provide designated fireplaces at camp/picnic sites. Allow dead and down firewood gathering only. Prohibit use

of open campfires during high fire hazard periods.

- Continue the existing “conditional suppression” fire management designation for the upland part of the area. Extinguish all fires in the riparian area.
- Prohibit Christmas tree gathering in the area and keep signs posted during the season.
- Limit trail improvements in the primitive area to maintain low use levels and protect primitive values.
- Provide minimum annual resource monitoring and protection at use areas/sites (eight sites).

#### **Visitors**

- Patrol the area once weekly during the summer and fall seasons.
- Continue providing portable rental toilets at the trailhead and a use area along the county road during the summer/fall season.
- Provide onsite visitor information display/bulletin board.
- Continue the “pack your trash out” policy and request cooperation from visitors through signing and information. Conduct annual clean-ups.
- Develop a visitor map and brochure for the area with land status and other information.
- Provide safety, area/site, and Public Land boundary

identification signing.

#### **Facilities**

- Develop a trailhead for nonmotorized trail along the creek. Provide parking, toilet, and visitor information. Develop a hiking trail along the creek in the Semiprimitive area (1 mile).
- Develop 5 picnic/camp walk-in sites along the county road. Provide parking turnouts and 10 units, fireplaces, toilets, and signing.
- Provide trailhead and trail maintenance as needed.
- Provide maintenance of the semideveloped recreation sites.
- Provide road maintenance of the Onion Ridge road if public access is acquired.

#### **Realty Actions**

- Initiate a cooperative maintenance agreement with the County for maintenance of parking areas and spurs along the creek.
- Provide a nonmotorized trail along the creek. Provide trailhead parking and five roadside parking turnouts at use areas along the county road.
- Improve access to the first mile of trail along the creek, in the Semiprimitive area.
- Provide public access to the Onion Ridge area (jeep road standards).
- Acquire public access on the existing road across Jacobsen

property to the Onion Ridge area.

#### **Administration**

- Cooperate with the county to provide dust control measures on the county road stretch along the creek, past camp/picnic sites, during the summer season.
- Continue permitting commercial outfitting and guide operations in the area.
- Continue the existing “No Surface Facilities” stipulation on oil and gas leasing in the area.
- Continue the existing closure to mineral sales in the area.
- Continue the existing “Unsuitable Zone” designation to prevent development of utilities and communications facilities in the area. Work with project proponents through the environmental assessment process to avoid the area.
- Manage the area under Visual Resource Management Class I objectives to protect visual values. Ensure that land management activities are within low visual contrast levels.
- Cooperate with the Forest Service to coordinate management of public and forest lands along the canyon as a unit. Participate in the proposed Wild, Scenic, and Recreational River study. Develop a coordinated resource management plan and prepare an environmental assessment with public participation.



- Develop a cave management plan.
- Inventory and evaluate whether individual caves meet significance criteria in the National Cave Protection Act of 1988. Cooperate with the Colorado Cave Survey and local cave grottos in managing cave resources to protect sensitive values. Coordinate surface management activities to ensure protection.
- Submit a mineral withdrawal

for protection of cave resources.

## Projected Funding Needs

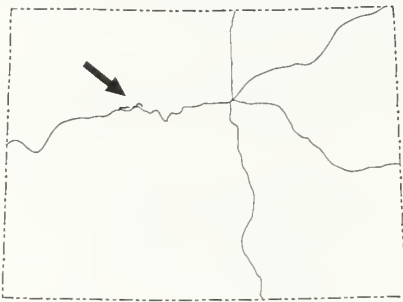
Minimum custodial recreation funding of \$11,000 is needed annually, including \$8,000 for visitor services and resource protection, and \$3,000 for maintenance.

For the recreation management program from 1990-1994, a total of \$6,200 will be needed for resource protection on eight recreation sites, a

mineral withdrawal, and dust control. Another \$6,000 is needed for visitor services including an area map/brochure, signing, and on-the-ground patrols.

Facility development will require \$20,000 for five campground/picnic sites, a trailhead and trail, and toilets. Facility maintenance will cost \$2,000 to sustain 10 campground/picnic units, trailhead and trail, and toilets. Transportation construction for parking areas and trails is estimated at \$7,000, and transportation maintenance at these areas at \$1,000.

## Eagle River Special Recreation Management Area CO07806



### Description

This 34-mile stretch of the Eagle River, from Edwards to its confluence with the Colorado River at Dotsero, flows through narrow valleys and canyons, bordered by steep slopes and cliffs up to 800 feet above the river. At elevations from 6,000 to 7,000 feet, the river cuts through a variety of interesting geologic features. A volcanic crater and lava flow, which is thought to once impound the river, is found near Dotsero. A diverse riparian area is dominated by spruce, cottonwood, alder, and dogwood, and visible in the mountains above the river are pinon-juniper woodlands, sagebrush, gambel oak, spruce-fir, and aspen forests.

Most of the land along the river is privately owned, having scattered residences. It is used for agriculture and ranching. The river is paralleled by I-70 and Frontage Highway 6/24. These roads provide access to river recreation sites and have several small towns, including Edwards, Wolcott, Eagle, Gypsum, and Dotsero, located along them. Only 6.5 river miles along three separate river segments traverse Public Lands.

Interstate highway travelers enjoy rest stop day use and picnicking at the Gypsum Campground. Overnight and multiple night camping occurs at the Wolcott and Gypsum Campgrounds, and in the Red Canyon area. This stretch of the Eagle River includes exciting Class III and IV rapids. Most boating is commercial, with five rafting companies under BLM permit in 1988. Commercial power boating tours are offered below Gypsum. Below the town of Eagle, the river is mostly flatwater, and is attractive for canoeists. In addition to river boating, primary activities include outstanding rainbow and brown trout fishing, camping, picnicking,

wading, and small game and waterfowl hunting. Wildlife viewing is great along the corridor, including waterfowl (Great Blue herons, ducks, geese), raptors (bald and golden eagles), other birds, and big game species.

### Management Issues

#### Access

- Public river access is available at 10 Public Lands sites.
- Lack of easements or rights-of-way at the towns of Edwards, Avon, Mintum, Gilman and Eagle prevent public access.
- Space limitations at Wolcott restrict existing public access. Likewise, public access at Diversion Rapid is difficult due to steepness of river bank.
- Use of the Town Park at Eagle by commercial river companies may be discontinued and relocated to the County

Fairgrounds further downstream.

### User Conflicts

- River craft launching conflicts with highway traffic downstream from the State Highway 131 bridge at Wolcott.
- Private property trespass from Public Land visitors occurs.
- Space limitations at the Wolcott Campground also cause conflicts among river boater ingress and egress, and picnicking and camping.
- Teenage group tire bonfire party activity in the Gypsum area conflicts with campers and generates a lot of trash.

### Visitor Health and Safety

- Space limitations at Wolcott pose safety problems along the highway shoulder when boats are launching.
- Permanent vault toilet facilities are available at the Wolcott and Gypsum Campgrounds. However, toilet facilities at the Gypsum
- Campground have deteriorated and are damaged, and structures at the Wolcott site are damaged and ventilation is poor.
- Human waste disposal problems are a concern at the Horse Pasture site below Gypsum due to high use and lack of toilet facilities.
- There is a low freeboard clearance under the railroad bridge below Wolcott during very high flows, and particularly dangerous rapids occur

in the Dowd's Chute segment, Railroad Bridge Rapid, Interstate Rapid, and Diversion Rapid.

### Resource Damage

- Degradation of riparian habitat from recreation site development and long-term visitor use.
- Damage has occurred to earthen and gravel roads during periods of wet soils.
- Trees are damaged from mechanical injury and removal by visitors and beavers.
- Overall degradation of sites occurs from littering and trash dumping.
- At the Wolcott Campground and Gypsum area, soils and groundcover vegetation (grasses/forbs) are damaged from use of vehicles off the roadways and parking areas.
- River bank erosion occurs from natural river currents, but at boat ramp areas from intensive use. Gypsum Campground has suffered flood damage to facilities.

### Economic Value of Recreation Resources

- Benefits occur for commercial river rafting and fishing guide companies from the Vail, Steamboat Springs, Keystone, Salida, and Denver areas.
- Use of the river on private land by private fishing club fee members results in benefits to several landowners (Vail Road and Gun Club).

- The Town of Eagle requires \$100 per season fee for use of park by commercial river companies.

### Other

- An ad-hoc group called the Eagle River Council is getting organized to ensure coordinated use of the river. The Town of Gypsum is interested in acquiring Public Land in the Gypsum Campground area for a Town Park. The Town of Eagle is developing a visitor information center at the Town Park along the river.

## Management Objectives

- Ensure that the land, facilities, and visitors are managed consistently with Semiurban characteristics and in the Roaded Natural recreation character class.
- Provide river access sites for fishing, river floater ingress/egress, and camping and picnicking.
- Provide facility maintenance in the Gypsum and Wolcott Campgrounds, with regular weekly visits during the summer season.

## Proposed Management Program

### Resources

- Designate and develop recreation sites to attract the majority of use and minimize impacts on riparian habitat at other sites and the corridor as a whole.
- Provide gravel surfacing grading for drainage to

prevent damage to roads and parking areas from use when wet. Use gates for seasonal closures during the winter and spring.

- Control vehicle use off designated roads and parking areas with physical barriers.
- Control river bank erosion at developed sites. Provide bank treatment if necessary.

### Visitors

- Provide a river map and brochure with land status, recreation sites, opportunities, and other information.
- Continue the “pack your trash out” policy and inform visitors through signs. Conduct weekly cleanup patrols. Consider trash collection services during peak use periods if economically feasible.
- Provide visitor service personnel patrols daily during the floating season. Employ personnel trained in first aid and whitewater rescue.
- Provide visitor information at the Eagle Town Park visitor center.
- Provide visitor information to prevent damage to vegetation from mechanical injury and removal by visitors. Limit development to already disturbed sites to minimize resource damage.

### Facilities

- Develop the Edwards Water Treatment Site for river access. Provide parking, toilets, boat ramp, picnic facilities, and landscaping.

- Develop the Ute Creek site for walk-in river access. Provide a parking turnout along the highway, a footpath, picnic facilities, and a toilet.

- Expand the parking, boat launching, and camping/picnicking facilities at the Wolcott Campground.
- Develop a site in Red Canyon for river access, camping, and picnicking. Provide parking, a boat launching area, and camp/picnic facilities.
- Develop the Horse Pasture site for river access and camping/picnicking. Include gravel road, parking, toilet, and camp/picnic facilities.
- Develop the Lava Flow site for river access, picnicking, and interpretation of the Dotsero Crater and Lava Flow.
- Maintain seven developed public river access sites (Edwards Water Treatment Site, Ute Creek, Wolcott Campground, Red Canyon, Gypsum Campground, Horse Pasture and Lava Flow site). Provide maintenance visits twice weekly during the summer; provide visits once weekly during the fall.
- Maintain three undeveloped sites (Red Canyon Creek, Boccho Residence, Community Pit). Provide maintenance visits monthly during the summer.

### Realty Actions

- Acquire the Edwards Water Treatment Plant site (State of Colorado).

- Provide developed river access from the I-70 frontage road at seven sites.

### Administration

- Designate the area “Limited” to OHV use.
- Coordinate closely with the Eagle River Council in developing a RAMP for the river.
- Coordinate with the wildlife program in riparian project development.
- Provide law enforcement personnel with citation authority to enforce BLM regulations and State boating regulations. Provide weekly patrols.
- Maintain visitor use and resource condition monitoring systems for use in preparing and reviewing/revising management plans.
- Close the inactive Community Sand and Gravel Pit in the Gypsum area, or develop the sand and gravel in a planned operation of short-term duration with built-in mitigation.
- Cooperate with the Town of Eagle and the County in managing commercial river use.
- Cooperate with the Town of Eagle in providing a visitor information center at the Town Park on the river.
- Cooperate with the Forest Service on permitting commercial motorized boat tours in the stretch below Gypsum.



- Cooperate with the Colorado Highway Department on maintenance of parking turnouts along U.S. Highways 6 and 24 in Public Land areas.
- Continue the "No Surface Facilities" stipulation on oil and gas leasing along the corridor.
- Designate the Red Canyon area as a "Sensitive Zone" for location of utilities and communications facilities.
- Withdraw all developed recreation sites for recreation purposes. Retain existing withdrawals on the Wolcott

Campground and the Gypsum Campground.

## Projected Funding Needs

Minimum custodial recreation funding of \$19,000 is needed annually, including \$12,000 for visitor services and resource protection, and \$7,000 for maintenance.

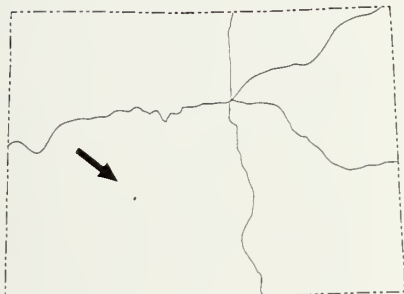
For the recreation program from 1990-1994, \$6,000 is needed for resource protection on ten recreation sites, eight site withdrawals, and a Resource Management Plan amendment. Another \$13,000 is needed for visitor services including a river map brochure, signing, on-the-ground patrols, and cooperating with a local

Visitor Information Center.

Facility development over this period of time will cost approximately \$260,000 - at Edwards, Ute Creek, Wolcott Campground, Red Canyon, Gypsum Campground, Horse Pasture, and Lava Flow.

Land acquisition will cost \$30,000 and additional costs are projected in the long term for river access as deemed necessary. Administrative costs for coordination with various groups and agencies, law enforcement, issuance of special recreation permits, and planning actions such as environmental assessments and cooperative management agreements is estimated at \$9,500.

## Cochetopa Canyon Special Recreation Management Area CO03610



### Description

The Cochetopa Canyon Special Recreation Management Area is comprised of about 2,560 acres in a narrow canyon along Cochetopa Creek and State Highway 114. The steep, scenic canyon tends to concentrate recreation along the highway and the creek. This riparian area is dominated by willows, grassy meadows, and scattered patches of conifers. Recreation centers around fishing, day use, picnicking, and both long-term and short-term overnight camping. Few people pick this as a

primary destination. Most stop off for a few days of streamside rest, day use, fishing, or overnight camping on their way to another area. Three semideveloped sites (parking and restrooms) and three undeveloped sites (parking only) are used by 3,500 recreationists each year accounting for a rough estimate of 8,000 user days. The Colorado State Highway Department has recorded 380 to 425 vehicles per day during the May through October use season, so actual visitor use could be much higher than these estimates. Management is provided by a RAMP prepared in 1988.

### Management Issues

- The primary issue is the impact of concentrated recreation use on the physical resources, particularly soil, vegetation, water, and riparian areas.

- Because of its proximity to State Highway 114, the Cochetopa Canyon SRMA will continue to be used by travelers for a roadside rest stop, by fishermen, and by short- and long-term campers.
- There is a lack of existing facilities to lessen physical impacts and protect the area until plan is implemented.
- There is a lack of signing to alert visitors to available recreation opportunities, interpret natural features, and encourage wise use.
- Ability to adequately develop, maintain, and manage the area must be demonstrated.

### Management Objectives

- Manage Public Lands, facilities, visitors, and

administrative actions according to Roded Open Country guidelines to provide camping, picnicking, fishing, sightseeing, and related natural resource-based recreation.

- Encourage existing levels of recreational use. Protect the canyon's resources from the impacts of this use. Provide the framework for the possible expansion of facilities should the use levels at existing facilities suggest more capacity is needed.
- Coordinate and seek cooperation in site development and maintenance with the Colorado Highway Department.
- Coordinate with the Colorado Division of Wildlife and Bureau Aquatic Habitat Management Program for maintenance or improvement of the recreational fishery on Cochetopa Creek.

## Proposed Management Program

### Resources

- Rehabilitate damaged sites in locations not identified for development.
- Initiate vegetative plantings to define and screen proposed campsites, preferably several years before the campsites are actually constructed.
- Trim roadside vegetation (most commonly willows) at

entrances to improve sight distance for vehicles entering and exiting highway.

- Trim streamside vegetation to allow river access by campsite users and fishermen.

### Visitors

- Install bulletin boards at developed sites to provide visitor information and education.
- Install roadside signs to increase visitor awareness and developed site presence.

### Facilities

- Phase development of nine sites to provide toilets, parking areas, camp/picnic sites, and information signs to complement recreation activities at the sites.
- Conduct site maintenance operations from late April through the summer until after the big game hunting season in the fall.
- Provide long-term development potential of nine sites to provide a total of up to 32 campsites with picnic tables and fire rings, 3 new toilets, the maintenance of 3 existing toilets, parking for 20 vehicles, and a signing program to adequately inform and educate the user public.

### Realty Actions

- Revoke powersite reserve withdrawal No. 43.

- Reinstate the segregation from mineral entry.

### Administration

- Prepare Cooperative Agreement with Colorado Highway Department to achieve:
  - Appropriate signing at either end of the canyon indicating Cochetopa Recreation Area.
  - Additional roadside pullouts and widening of existing pullouts.
  - Use of old DOH stockpiled gravel.
  - Safety signing.
  - Maintenance needs.

## Projected Funding Needs

Minimum custodial recreation funding of \$7,000 is needed annually, including \$4,000 for visitor services and resource protection, and \$3,000 for maintenance.

In 1990, funds will be required for increased visitor services, patrol, maintenance, and presence. Budget must be planned for beginning implementation of Phase I - RAMP construction and increased presence and maintenance in 1991. Funds will be necessary to continue the above annual requirements for 1992 to 1994. In 1995, funds for implementation of Phase II - RAMP construction and increased presence and maintenance will be required. For the years 1996 to 2000, funds will be necessary for the continuation of the above annual requirements.

## Glenwood Springs

### Extensive Recreation Management Area CO07814



### Description

The Glenwood Springs Extensive Recreation Management Area (ERMA) includes Public Lands along the Colorado, Roaring Fork, and Crystal Rivers, and a number of creeks with riparian zones and outstanding scenic, fishery, and recreation values. Encompassing nearly 500,000 acres, the area includes mainly pinyon-juniper woodland, sagebrush, gambel oak scrub, and some western spruce-fir forest and aspen. Wildlife such as deer, elk, bear, mountain lion, coyote, grouse, big horn sheep, bald eagle and other raptors, turkey, and grouse inhabit the area. Eagle Mountain and Castle Peak Wilderness Study Areas are located here.

Recreation opportunities and activities in the area include rafting and kayaking, fishing, hunting, drive-in and walk-in camping, picnicking, hiking, horseback riding, mountain bike riding, off-road vehicle driving, snowmobiling, nature study (geology, ecology, history), wildlife viewing, and sight-seeing. Recreation use in 1988 is estimated at 13,000 visits.

The Colorado Mountain College in Glenwood Springs and the Colorado Rocky Mountain School in Carbondale use the Red Hill area in outdoor study programs. Commercial horseback riding operations, big

game hunting outfitting/guiding operations (deer and elk, mountain lion and bear), fishing guiding operations, and competitive foot and bicycle races are activities permitted on Public Lands under a Special Recreation Permit.

The Town of Eagle and group of private interests are pursuing a designated recreational trail system in the Hardscrabble area, primarily for mountain biking. The Town of Carbondale, a local school, and a group of private interests are pursuing a hiking trail system in the Red Hill and Crown areas. A citizen group, assisted by the National Park Service Denver Regional Office, is working on a study of the Crystal River to determine local attitudes toward a possible Wild Scenic and Recreational River Study.

### Management Issues

#### Access

- A system of county and public roads provides access to most Public Lands. Public road access into the King Mountain and Black Mountain areas does not exist.

There is an existing system of motorized trails, but most have not been maintained. Some trails are overgrown with vegetation while others are washed or are eroding. These trails are included in the following areas:

Kayser Creek Trail  
Butler Creek Area  
Mitchell Creek Area  
Coulter Creek Area  
Storm King Mountain Area  
Winter Ridge Area  
Rock Creek Area

Bearwallow Spring Area  
The Crown Area  
Hardscrabble Area  
Lookout Mountain

- Several nonmotorized trails exist, some of which follow existing road grades. Public access easements are needed in the following areas:

Holgate Mesa  
Rock Creek Area  
West Elk Reservoir Area  
The Crown Area  
Porter Reservoir Area

#### User Conflicts

- Trespass onto adjacent private property by visitors, primarily hunters.

#### Resource Damage

- Off-highway vehicle use in "open" areas is causing impacts prompting complaints in the Basalt, Eagle, Milk Creek, McCoy, and Blue Hill areas.

### Management Objectives

Ensure that the land, facilities, and visitors are managed for mostly Roaded Natural and Semiprimitive Motorized character, although it includes areas in the Semiurban Class and the Semiprimitive Nonmotorized Class.

### Proposed Management Program

#### Resources

- Provide minimum annual



resource monitoring and protection at designated base camp sites used by permitted outfitters, and at other high use areas or sites.

#### Visitors

- Participate in County Fair exhibits with displays or programs on Public Land recreation.

#### Facilities

- Develop the Roaring Fork River site by acquiring river access and by providing a gravel road for access, a parking boat ramp, a toilet, and information and picnicking facilities.
- Build a new road into the Black Mountain area.

#### Realty Actions

- Acquire public road access into the Black Mountain area.
- Acquire public access in the following areas: Castle Peak (Wheelock's), Rock Creek (Anderson), the Crown (Considine), Hardscrabble, Red Hill, and Bearwallow Spring.

#### Administration

- Coordinate and provide supervision of volunteer projects.
- Provide law enforcement patrols during the hunting season.

#### Projected Funding Needs

Minimum custodial recreation funding of \$23,000 is needed annually, including \$17,000 for visitor services and resource protection, and \$6,000 for maintenance.

For the recreation program from 1990-1994, \$7,200 will be needed to provide resource protection on 72 sites. Another \$11,500 is needed for visitor services including an area access map, signing, law enforcement patrols, and visitor information. Facility development on one river access site and OHV use areas will require \$63,000. Transportation construction needs are \$55,000 for an access road to Black Mountain, and maintenance is estimated at \$4,000.

Realty actions for access acquisition are \$50,000.



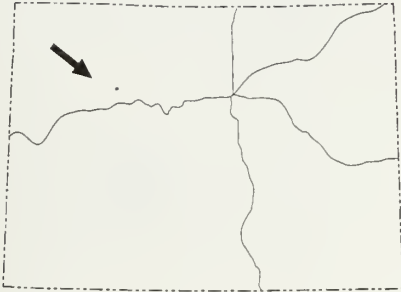
BLM

*Fishing, the Frying Pan River, Glenwood Springs ERMA*

# Hack Lake

## Special Recreation Management Area

### CO07804



### Description

The Hack Lake Special Recreation Management Area, 3,100 acres, includes flat to rolling benches and steep rugged slopes, rocky outcrops, cliffs, and rock slides on the edge of the Flat Tops Wilderness in the White River Plateau. The SRMA is in a karst area, and includes several sinkholes. Elevation ranges from 10,000 to 11,000 feet. The vegetation is characterized by western spruce-fir forest, dominated by Engelmann spruce, fir, and aspen trees with numerous grass meadows. The area includes Hack Lake, 10 acres of water with a native trout fishery. An old log cabin used by visitors is near the lake. The area includes several nonmotorized trails.

Recreation opportunities and activities in this area are big game hunting, horseback riding, hiking, primitive camping, lake cutthroat trout fishing, environmental study (geology, ecosystem and history), and sightseeing. The area is used by a local youth camp (Anderson Camps) in their outdoor camping and education programs, by a commercial horseback riding operator at the Sweetwater Lodge, and by commercial big game hunting outfitter/guides permitted in the area.

The area neighbors the Flattops Wilderness. A 10-acre part of it is under study and recommended for

wilderness designation. The Ute, Johnny Meyers Lake, and Hack Lake Trails have received occasional light maintenance in recent years.

### Management Issues

#### Access

- Access is available via a county road by the Ute, Sheep Creek, and Hack Lake Trails.
- The condition of the Ute Trail is seriously damaged at the Hack Creek crossing and above the headcutting Hack Creek spring.
- The Ute Trail crosses private land at the beginning, within Forest Service easement for public access.
- The Ute and Sheep Creek Trails lack trailhead facilities.

#### User Conflicts

- Trailhead use at the parking area by the store and restaurant is in conflict with customer use of the parking area due to space limitations.
- Occasional long term camp-site squatters have taken up residence at the cabin in the past.

#### Visitor Health and Safety

- The condition of the damaged stretches of the Ute Trail are hazardous, especially for equestrian use.
- The Hack Lake cabin needs roof repairs and cleanup.

#### Resource Damage

- Steep slope gully erosion near the beginning of the Ute Trail has cut across the trail grade.
- The trail is also damaged at the Hack Creek crossing and on the steep slope above the Hack Creek spring.
- There is damage to trees evident at the Hack Lake cabin site from horses being hitched and tethered to the trees, loss of groundcover (grasses and forbs) at high use areas, and accumulation of trash and litter along the trail and around the cabin.

#### Economic Value of Recreation Resources

- Use of the area by commercial outfitters generates some income to the operations; some benefits are derived by local businesses from visitor expenditures.

#### Other

- Anderson Camps is interested in volunteering help in maintenance and repair of the cabin.
- The lands acquired from the Colorado Division of Wildlife in the Sheep Creek area to the east require preparation of a coordinated management plan for all resources. The planning area for this coordinated resource management plan includes the Hack Lake SRMA.

## Management Objectives

- Ensure that the land, facilities, and visitors are managed mostly in a Semiprimitive Nonmotorized class, although portions are in the Semiprimitive Motorized and Roaded Natural classes.
- Provide maintenance of the trails and the Hack Lake cabin.
- Provide visitor information.
- Monitor resource conditions and visitor use levels.

## Proposed Management Program

### Resources

- Provide minimal annual resource monitoring and protection.

### Visitors

- Provide an area map and brochure with land status, access, and other information.
- Provide onsite visitor information display/bulletin board.

### Facilities

- Develop trailhead facilities along the county road on Sweetwater Creek, and at the end of the road in the Sheep Creek area; provide parking, unloading area, and visitor information. Locate away from private business parking area.

- Develop a ten-unit camping area in the Sheep Creek area.
- Provide toilet facilities if use levels cause human waste disposal problems.
- Provide trailhead and trail maintenance as needed. Reroute the Ute trail to avoid the creek crossing and slope above the spring.
- Provide maintenance of the semideveloped camping area and the access road up Sheep Creek.
- Provide maintenance of the Hack Lake cabin. Replace the roof.
- Continue “pack your trash out” policy and inform visitors through signs. Conduct annual cleanups.

### Realty Actions

- Modify the existing easement on the Ute Trail to allow relocation of a trail segment to the trailhead.

### Administration

- Continue OHV “closed” area designation.
- Continue “Unsuitable Zone” designation to prevent development of utilities and communications facilities. Continue interim wilderness management to protect wilderness values in the WSA portion of the RMA.
- Cooperate with the Forest Service on trail maintenance

and on recreation resource management.

- Prepare a RAMP and environmental assessment as part of the Sheep Creek Area coordinated Resource Management Plan.
- Initiate a cooperative agreement with Anderson Camps to provide for maintenance and repairs of the Hack Lake cabin.
- Continue “No Surface Facilities” stipulation on oil and gas leasing in the area. Continue closure to oil and gas leasing, mineral location, and mineral sales in the part of the area within the WSA recommended for wilderness designation.

## Projected Funding Needs

Minimum custodial recreation funding of \$11,000 is needed annually, including \$6,000 for visitor services and resource protection, and \$5,000 for maintenance.

For the recreation program from 1990-1994, \$600 will be needed annually for resource protection. Another \$5,700 is needed annually for visitor services such as an area map/brochure, signing, and on-the-ground patrols. Facility construction needs for constructing two trailheads and a ten-unit camping area is estimated at \$8,000. Maintenance for the trailheads, camp area, and Hack Lake cabin is \$4,800. Transportation construction needs for a trailhead and trails are \$4,000 and maintenance for the access road and parking is \$4,500.



# Gunnison

## *Extensive Recreation Management Area*

### CO03615



### Description

This Extensive Recreation Management Area serves the towns of Gunnison and Crested Butte, and the small villages of Cimarron and Powderhorn. Elevation ranges from 7,000 to 11,000 feet with sagebrush, mountain shrub, aspen, and coniferous forest ecosystems. The area offers a wide array of settings and dispersed recreation, highlighting fishing, hunting, hiking, camping, motorcycling, mountain biking, cross country skiing, snowmobiling, rock climbing, and hang gliding. Approximately 50,000 users spend an estimated 200,000 recreation days in the ERMA.

The area will continue to be managed to provide wide-open spaces where visitors can get away from it all. BLM will ensure that hunters, campers, fishermen, rock climbers, hang gliders, cross-country skiers, and other Public Land users can get to these lands and not be bothered by unnecessary rules and regulations. Most of the area is open to motorized recreation with small parcels in the Sapinero Wildlife Area closed, and occasional winter closures north of U.S. Highway 50. There are a few existing signs, mostly directional, throughout the ERMA.

### Management Issues

- Lack of public information regarding recreation opportunities on Public Land and actual on-the-ground location of these Public Lands.
- Lack of on-the-ground monitoring, patrol, and enforcement of BLM regulations such as OHV regulations and guide and outfitter compliance.
- Overuse and resource damage at the more popular undeveloped campsite locations, especially hunter camps.
- Lack of an effective information and education campaign promoting a sound land-use ethic.
- Inadequate signing, posting, and maintenance (especially spring and fall) of access routes.
- Lost recreation potential caused by inadequate signing, inadequate site development, unimproved fishery habitat potentials, poor access, etc.
- Occupancy trespass problems on the Slate River north of Crested Butte by extended campsite use, especially by transient Crested Butte work force.
- Minimize rules and regulations for maximum visitor enjoyment opportunity for wide open spaces where they can get away from it all.
- Maximize opportunities for access to larger blocks of Public Land for hunting, fishing, cross-country skiing, mountain biking, snowmobiling, camping, and other dispersed uses.
- Increase signing and sign maintenance on primary access routes.
- Provide and maintain developed facilities only where visitation is high and where those facilities will help resolve resource damage, visitor conflicts, and sanitation problems.
- Increase management presence, patrol, and public information/education efforts.

### Proposed Management Program

#### Resources

- Increase monitoring, maintenance, and rehabilitation of heavily used hunter camps.

#### Visitors

- Provide Public Land informational mapping publication.
- Increase monitoring and management presence to assist visitors with information and

### Management Objectives

- Manage the Public Lands for a wide range of settings to provide maximum diversity.

education about their Public Lands.

- Hire ranger position to conduct visitor monitoring and patrols.
- Monitor heavy OHV, mountain biking, and rock climbing use at Hartman Rocks. Continue coordination and cooperation of the professional mountain bike competition, "Rage in the Sage," in the Hartman Rocks area.
- Continue providing opportunities and coordination for the nationally recognized hang gliding site on Big Mesa.

#### Facilities

- Provide on-the-ground signing of Public Land and primary public access routes.
- Maintain and *improve* existing developed recreation facilities and sites (Cebolla Creek

Campground, protected cultural/historical sites, sign program).

- Evaluate potential to develop a campground on the Slate River near Crested Butte.
- Consider developing rustic recreation facilities on High Mesa.

#### Realty Actions

- Accelerate increased public access and acquisition efforts specified in the Gunnison MFP and RMP.
- Specify additional opportunities for exchange pooling to gain access to presently inaccessible blocks of key recreational lands.

#### Administration

- Implement, monitor, and enforce OHV regulations.

- Continue to work with Colorado DOW in monitoring commercial outfitter operations.

### Projected Funding Needs

Minimum custodial recreation funding of \$19,000 is needed annually, including \$16,000 for visitor services and resource protection, and \$3,000 for maintenance.

In 1990, funds will be required for recurring custodial, increased presence, ranger patrol, off-highway vehicle implementation, enforcement, and signing. This program should be continued from 1991 to 2000. In addition, funds will be necessary for Resource Area recreation and an information/opportunity brochure in 1993, renovation at Cebolla Creek site in 1995, and development of Slate Creek site and High Mesa area in 1996. For the years 1997 to 2000, funds should be planned for increased maintenance and management.

## Little Snake

### *Extensive Recreation Management Area* CO01617



#### Description

The Little Snake Extensive Recreation Management Area covers approximately 1.2 million acres of Public Land in Moffat, Routt, and Rio Blanco Counties in northwest

Colorado. BLM lands have unrestricted opportunities for dispersed recreational activities within a full range of settings from Back Country to Highway-Rural. Activities now occurring include hunting, camping, floatboating, fishing, rock hounding/collecting, picnicking, hiking, backpacking, horseback riding, snowmobiling, cross-country skiing, off-highway vehicle use, nature study, wildlife viewing, and cultural and historic site appreciation.

Hunting is the dominant recreational activity occurring on these Public Lands. Because the area attracts hunters from throughout the country, it imparts national

significance. This area also contains the State's largest antelope herd. Associated activities include camping and off-highway vehicle use. In 1988 an estimated 60,000 hunters used the area, expending approximately \$13 million. Special Recreation Permits for hunting guides and outfitters areawide average 15 per year. Exposure through national media has generated increased hunter interest because of large numbers of trophy mule deer and elk available and the large amount of accessible Public Land acreage. One-third to one-half of all Colorado antelope hunters come to this area.

Off-highway vehicle use by motorcycles, all terrain vehicles, and four-wheel drive vehicles is a growing activity, particularly in the Sand Wash Basin north of Maybell, Colorado. Local motorcycle and four-wheel drive clubs have expressed an interest in creating a recreation area with designated use areas, trails, signing, and other facilities. Sand Wash is also used for rockhounding, viewing wild horses and other wildlife, and hunting. The Danforth Hills/Crooked Wash areas along the south edge of the resource area have scattered large blocks of Public Land used mainly for hunting. The Great Divide area provides settings for intensive hunting use. Other large blocks of Public Land are scattered throughout the eastern half of Moffat County and receive intensive hunting and camping activity, especially during deer season.

Boating and fishing on the Yampa River below Little Yampa/Juniper Canyon SRMA is rapidly growing in popularity. Downstream from the SRMA is a warm water fishery for catfish. It is home to the endangered Humpback Chub and Colorado Squawfish, and the threatened Razorback Sucker. Technical whitewater (Class V-VI), providing high risk and challenge, is available in Cross Mountain Canyon Area of Critical Environmental Concern (ACEC) for expert kayakers. At least one Special Recreation Permit is issued annually for guided paddle raft trips. A few flatwater float trips also occur on the Little Snake River during spring runoff.

Eight Wilderness Study Areas totaling 90,000 acres are located in the ERMA. Two of these WSAs, Cross Mountain (14,081 acres) and Diamond Breaks (36,240 acres), have been recommended as suitable

for inclusion in the National Wilderness Preservation System. Current backpacking/hiking use levels for these areas are not known but may become significant with Congressional designation as the areas become better known.

Irish Canyon ACEC has been receiving increasing local recreational use for day use (picnicking/sightseeing/hiking) and overnight weekend camping. The area is used mostly by those traveling through to other destinations, who stop only for a short rest or sightseeing.

A rock art interpretive site, developed in 1977, is maintained at the south end of the canyon. Facilities include a short, loglined trail and interpretive sign, picnic table, pit toilet, and information/registration box. A small camping area was upgraded in the canyon in 1982 consisting of three campsites, firepits and tables, and one pit toilet.



Don Bruns

Watchable wildlife, Little Snake ERMA



Cedar Mountain Recreation Area rises 1,000 feet above the Yampa Valley and is located immediately northwest of Craig. The 880 acres of BLM land encompasses most of this mountain, which offers unique recreational opportunities more commonly found at much greater distances from town.

The area receives considerable year-round use for hiking, sightseeing, target shooting, hunting, cross-country skiing, and snowmobiling. User conflicts, resource damage, and visitor health and safety concerns are mounting.

The mountain provides a 360-degree panoramic view of the Yampa Valley Black Mountain and other areas. There is noteworthy potential for an environmental education area, based on the wide variety of vegetation, geology, and wildlife.

The Willow Creek area south of Steamboat Lake State Park receives recreational use throughout the year, primarily as a result of overflow from the park in the summer. The area is a small, brushy floodplain along Willow Creek (280 acres), which offers fishing, undeveloped camping, and recreational gold panning.

Cold Spring Mountain also offers a wide variety of recreational opportunities, and activities include hunting, camping, hiking, backpacking, fishing in Beaver Creek, off highway vehicle use, wildlife viewing, and sightseeing. The Colorado Division of Wildlife has designated much of the area as a quality elk management area where limited trophy elk hunting occurs. Four primitive hunter camps are provided.

The Vermillion Badlands along Vermillion and Dry Creeks provide interesting and colorful badlands topography for scenic viewing.

## Management Issues

- Lack of public access to approximately 95,000 acres of Public Land in 24 areas throughout the resource area is a significant problem.
  - A comprehensive visitor service and signing effort is needed to identify Public Lands, and to provide other information, especially during hunting season.
  - A Sand Wash Basin SRMA is proposed to manage increasing OHV use and to resolve visitor health and safety, resource protection, and user conflict problems.
  - Protection of wilderness values in the Cross Mountain and Diamond Breaks WSAs.
  - Increasing loss of back country settings for primitive types of recreation opportunities and experiences.
  - Lack of management presence which is causing impacts to other resources such as cultural sites, soils, visual quality, etc.
  - Special Recreation Permits are not being monitored.
  - Lack of coordination and cooperative management efforts with Dinosaur National Monument.
- Provide high quality visitor information, interpretation, and facilities for visitor health and safety, resource protection, and conflict elimination.
  - Promote coordination and cooperation with other entities and private landowners through agreements and partnerships to best meet the needs of the recreating public.
  - Ensure that the land, facilities, and visitors are managed according to Roaded Open Country and Rural classes, and recreation management actions according to the same character class criteria for the Cedar Mountain Unit (see Table 2-1.2).

## Proposed Management Program

### Resources

- Manage the Cross Mountain ACEC under VRM Class I standards.
- Manage Cedar Mountain, Cold Spring Mountain, Wild Mountain, Irish Canyon ACEC, and Lookout Mountain ACEC under VRM Class II standards.

### Visitors

- Continue cooperative efforts with the USFS, NPS, CDOW, and Chamber of Commerce through the Craig Visitor Center to provide information to the visiting public.
- Develop maps and brochures on safety, recreation opportunities, access, etc.
- Install signing for information, direction, and interpretation.

## Management Objectives

Management objectives prescribe maintenance of existing resource characteristics in several areas. A diversity of largely unrestricted outdoor recreation opportunities will be maintained. Specific prescriptions are:

tion consistent with the needs identified in Resource Area sign plan.

- Provide on-the-ground visitor contact assistance with uniformed employees and a law enforcement ranger.
- Develop an interpretive project plan for Irish Canyon ACEC.

#### Facilities

- Maintain existing facilities (campsites, signs, sanitation, etc.) at Irish Canyon ACEC, which has high potential use. Upgrade and renovate campsites, roads, sanitation, and interpretive facilities.
- Provide periodic maintenance of four semideveloped hunter camps and hundreds of primitive hunter camps.
- Maintain approximately 10 miles of BLM roads on a yearly basis for recreational use.
- Construct interpretive/hiking trails and parking, picnic, drinking water, sanitation, and environmental education facilities on Cedar Mountain.
- Construct OHV trails and provide signing, sanitation, camping and other facilities in the Sand Wash Basin area.

- Develop rest stops and interpretive sites along U.S. Highway 40 in cooperation with the Federal Highway Administration and the National Scenic Byways Program.

#### Realty Actions

- Acquire access to approximately 95,000 acres of Public Land (24 areas).
- Acquire a 54-acre parcel adjacent to Cedar Mountain to improve access and enhance recreation development capabilities.
- Identify other lands for acquisition or exchange, using Land and Water Conservation funding to block up Public Lands having high recreation resource value and/or use, including wilderness areas.

#### Administration

- Coordinate with the City of Craig, Moffat County Commissioners, State of Colorado, and corporate and private landowners to secure access, ensure public safety, and protect resources.
- Conduct visitor use surveys in small, well defined issue areas to further delineate the exact nature of known user demands and preferences and to provide an adequate data base for specific management direction.

- Foster cooperative partnerships with other Federal, State, and local governments or organizations to become more responsive to public needs.
- Develop an Off-Road Vehicle Implementation Plan to ensure protection of soil, water, wildlife, cultural, and other natural resources.
- Improve access and/or expand use areas through cooperative agreements, easements, or partnerships with civic, corporate, or private entities.
- Initiate a district ranger program.

### Projected Funding Needs

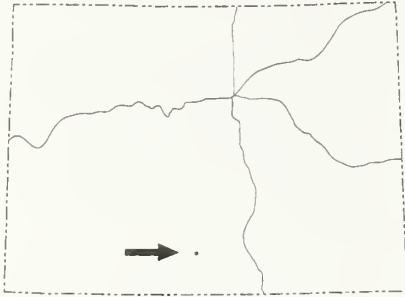
Minimum custodial recreation funding of \$49,000 is needed annually, including \$42,000 for visitor services and resource protection, and \$7,000 for maintenance.

Funding of \$42,000 is needed annually to provide a minimum of management for issuing and monitoring SRPs, providing visitor information, maintaining existing facilities, and maintaining operative agreements. Additional funds of \$10,000 are needed to fully utilize volunteers for recreation projects. One-time funds of \$20,000 are needed for management, interpretive, project, sign, and OHV plans in 1994. An additional \$20,000 includes access easement and land acquisitions in key areas.

## Blanca

### Special Recreation Management Area

#### CO05602



### Description

The 7,750-acre Blanca Special Recreation Management Area is intensively managed as a significant wetland wildlife habitat and waterfowl production area. The area lies about 12 miles northeast of Alamosa, Colorado, at the base of Mt. Blanca, and has unobstructed views of the Sangre de Christo Range in the near background. A network of three graveled roads provides access to six parking areas and three restroom facilities and trash receptacles. A number of trails and fence crossing ladders are provided for walk-in use of the area for fishing, hunting, wildlife viewing, hiking, photography, sightseeing, picnicking, and camping. Fishing opportunities are available at approximately 23 of the 30 ponds in the area. Primary visitor attractions are fishing, hunting, and wildlife viewing. Estimated use for this area is 6,900 annual visits. Most visitors are local residents.

Existing recreation management has been limited to annual restroom maintenance. Signing is provided on main roads directing visitors to the different recreational sites, but signs on major routes outside the area are not provided. Although the area is intended to be for day use only, some camping occurs.

### Management Issues

Because the area has been designed and developed as a wetland restoration project, with primary emphasis on waterfowl production and wintering habitat, recreational use must be managed at a level that will not diminish those objectives. The area's outstanding wildlife viewing potential is becoming well known to more people.

### Management Objectives

Provide recreation opportunities that are dependent on wetlands and wildlife values. Intensive wetlands management on 1,600 acres and the restoration of 1,175 acres of historical wetlands will benefit waterfowl hunting and wildlife viewing opportunities both on the site and off. Fishing opportunities will also be improved by these actions.

Ensure that the land and facilities, visitors, and recreation management actions are managed according to Roaded Open Country (see Table 2-1.2).

### Proposed Management Program

#### Resources

- No specific measures identified.

#### Visitors

- Prepare an informative and interpretive brochure, place additional signing within the area, and place directional signing on State Highways 17 and 160.

- Construct a 2-mile interpretive trail for viewing both aquatic and terrestrial wildlife.

#### Facilities

- No new major facilities are planned at this time. Perform site cleanup (including parking lots) twice monthly from June through September, and annual toilet vault pumping. Maintain 6 miles of road annually.

#### Realty Actions

- No additional access is needed.

#### Administration

- Coordinate with State and Federal wildlife agencies, the Rio Grande Water Conservation Group, and the Colorado Highway Department before installing directional signs.
- Continue existing and initiate new habitat withdrawals to protect this area from mining claims. Maintain off-highway vehicle use limitations to existing roads, and seasonal restrictions from February 15 through July 1.
- Hire a seasonal recreation technician and permanent outdoor recreation planner in the Resource Area to monitor visitor use levels and establish visitor carrying capacities through a recreation plan.
- Prepare a recreation plan to accommodate increased



visitor use while not impairing the primary wildlife resources.

## Projected Funding Needs

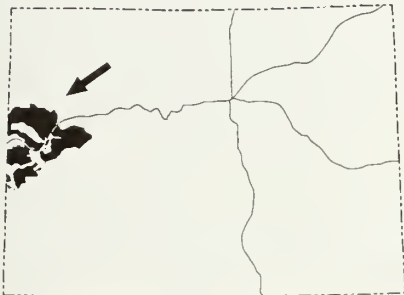
Minimum custodial recreation funding of \$20,000 is needed

annually, including \$12,000 for visitor services and resource protection, and \$8,000 for maintenance.

Funding for a temporary recreation technician to monitor visitor use, install signs, and do general maintenance work will require \$6,200 annually. Funding

for the resource area recreation planner to prepare the information brochure and video, the activity plan preparation, and the visitor services will require \$8,400 annually.

## Grand Junction Extensive Recreation Management Area CO07616



### Description

The Grand Junction Extensive RMA includes approximately 1,010,000 acres of miscellaneous public use areas. This area excludes all Special RMAs where recreation issues are significant enough to require intensive management. It involves the Dominguez Chainings,

Calamity Mesa/John Brown Canyon, Granite Creek, Glade Park, Plateau Creek Valley, Roan Creek Valley/oil shale lands, Little Bookcliffs Wild Horse Area Wilderness Study Area, South Shale Ridge, Bookcliffs/Douglas/Baxter Pass, and Demaree Canyon WSA. The Glade Park area includes two developed recreation sites: Mud Springs and Miracle



Carlos Savage

Horse race near De Beque, Grand Junction ERMA

Rock Campgrounds. Principal activities include firewood and Christmas tree cutting, hunting, OHV exploring, fishing, and even wild horse viewing in the designated area. Some hiking, horse riding, and undeveloped site camping occurs throughout the ERMA. Neither Demaree Canyon or Little Bookcliffs WSAs are recommended by BLM as suitable for wilderness designation.

Existing management includes general resource management and public access information, map sales, and public inquiries; 10-20 hunting outfitter SRPs; general law enforcement and visitor services; informational signing and Public Land boundary identification; campground management and maintenance at Miracle Rock (six camp units, one toilet, trail) and Mud Springs (twelve camping units, two toilets, group use picnic area, season long campground hostess); public information brochures preparation; some land exchange negotiations to improve public access and Public Land useability; and OHV management.

## Management Issues

### Resources

- Interim management planning in WSAs with a continued growth in historical non-wilderness land uses.

### Visitors

- Public Land boundary identification.
- Public information, particularly land ownership map useability, and other resource concerns.
- Informational and directional signing needs.
- Need for continued campground host presence and

possible site reservations and fee collections.

### Facilities

- Expanded group picnic areas with prison maintenance crew.

### Access

- Public access to Public Lands, particularly during hunting season.
- Land exchanges to improve public access and Public Land useability.

### Administration

- Increased law enforcement capability to deter unauthorized activities.
- Illegal outfitting activity.
- VRM and landscape protection constraints, particularly with oil shale and oil and gas development (roads, pipelines, pads).
- Critical winter range wildlife management, coordination of seasonal OHV restrictions.
- OHV management.

## Management Objectives

Maintain Semiprimitive Motorized recreation characteristics of lands, facilities, visitor use, and BLM actions in the Little Bookcliffs WSA, South Shale Ridge, Demaree Canyon, Hunter/Garvey Canyon, and Granite Creek areas. There are no management objectives for remaining portions of this area.

## Proposed Management Program

### Resources

- No specific measures identified.

### Visitors

- Expand Public Land boundary identification signing.
- Provide useable Public Land ownership maps covering the area, and provide immediate information to public inquiries concerning public use of Public Lands.
- Continue to provide a special WSA map and interpretive brochure.
- Provide law enforcement presence to deter unauthorized activities and to provide visitor services.
- Expand informational, directional, and "pack your trash" signing.
- Continue to respond to public use and interest in WSAs (Demaree Canyon, Little Bookcliffs), resource management issues, public information, wild horse and wildlife management, hunting access, fire management policy, etc.

### Facilities

- Provide continued management and maintenance at Mud Springs and Miracle Rock Campgrounds, including continued campground hostess presence throughout use season, prison crew coordination, expansion of group picnic capacity, and develop-

ment of a group picnic reservation system.

### Realty Actions

- Provide for public access needs in Roan Creek, the Bookcliffs/Douglas/Baxter Pass, and Glade Park based on RMP access decisions.
- Pursue land exchanges to improve public access and Public Land useability.

### Administration

- Continue VRM and landscape protection program, (analysis

of oil shale and oil and gas developments, other rights-of-way, and land use proposals).

- Continue OHV management program including coordination of seasonal restrictions in critical wildlife areas.
- For visual, resource management, and ecological reasons, pursue a "let burn" fire policy where practical.

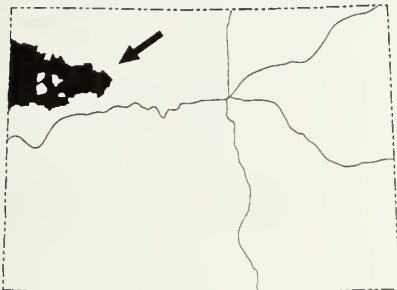
### Projected Funding Needs

Minimum custodial recreation funding of \$51,000 is needed

annually, including \$30,000 for visitor services and resource protection, and \$21,000 for maintenance.

Funding needs include dollars for related realty actions, law enforcement, cartographic assistance, maintenance and management of campgrounds, visitor information specialist position, recreation technician, map printing, program coordination, State Office Engineering Services support, WSA IMP, fire monitoring, SRP files clerk, and volunteer coordination and support (particularly campground hostess and prison crew).

## White River Extensive Recreation Management Area CO01720



### Description

The White River Extensive Recreation Management Area consists of 1,163,498 acres of Public Land surrounding the Piceance Basin Special Recreation Management Area. These Public Lands generally complement other available recreation opportunities by providing a wider range of settings for unrestricted activities, such as hunting, hiking, ORV use, camping, backpacking, floatboating, fishing, cross-country skiing, snowmobiling, nature study, photography, horseback riding, picnicking, and cultural sites

viewing, among others. Visitor use in the resource area is estimated at 86,000 visits annually. Big game hunting is the primary use with an estimated 68,900 visitors, half of which come from around the nation.

The six Wilderness Study Areas within the Resource Area provide outstanding opportunities for scenic, scientific, and primitive types of recreation.

The 60,000-acre Skull Creek Basin Environmental Study Area in the northwest corner of the ERMA exhibits exceptional geologic, ecologic, and cultural diversity. These values accrue from especially notable scenic, relic pinyon, archaeological, geologic, and paleontologic resources arranged in a relatively small area encircled by spectacular and varicolored rimrock and hogbacks. The area contains two Wilderness Study Areas recommended for wilderness designation. About 15 tracts of Public Land lie along the White River and have the potential for providing access to the

river for boating, fishing, and camping. The White River is largely inaccessible due to privately owned lands which presently block public access.

The Canyon Pintado National Historic District along Douglas Creek contains more than 50 rock art sites, but only one pictograph site is marked and has signs, picnic table, and a shelter.

### Management Issues

- Several large blocks of land lack good legal and/or physical access; ongoing negotiations for exchange, acquisition, or easements need to continue.
- Public desires are for increased access to the White River for floatboating, fishing, and camping.
- There is a lack of on-the-



ground management presence in most of the Resource Area.

- Monitoring of Special Recreation Permits for compliance is not occurring.
- An increase in visitor services is needed, especially during the big game hunting season.
- Opportunities for increased

interpretation of BLM's multiple-use management mission, particularly in the Canyon Pintado National Historic District, are not being utilized. With the oil and gas activity and the numerous cultural sites on Douglas Creek, more interpretation, trails, wayside stops, signs, etc., could be developed to portray BLM's multiple-use

mission. Other areas such as Douglas Pass, Baxter Pass, the scenic Cathedral Bluffs, Oil Spring Mountain WSA, Bull Canyon WSA, and areas adjacent to Dinosaur National Monument will become increasingly important areas for recreation.

- Trespassing on private lands is a major problem due to inadequate signing and Public Land location mapping not being readily available.
- The generally unmanaged character of the recreational use in most of the Resource Area is impacting other resources, such as trees, cultural sites, soils, visual quality, etc.
- Natural settings for primitive types of recreation are rapidly disappearing with increased oil and gas, mining, new roads, rights-of-ways, and other developments.
- Off-highway vehicle designations have not been completed for the Resource Area.
- The proposed Ute Historic Trail could become a cooperative effort with the Rangely Historical Society; however, funding is nonexistent.

## Management Objectives

Management objectives within the area prescribe maintenance of existing resource characteristics in several areas. A diversity of outdoor recreation opportunities, activities, and experiences will be maintained and protected. Specific objectives are:



Hiking in Bull Canyon Wilderness Study Area, White River ERMA

- Increase visitor services, particularly during the hunting season, by providing better recreation information and increased interpretive services and facilities.
- Provide public access to Public Lands in the Resource Area which possess highly valued recreation opportunities.
- Provide facilities for the user public and provide for visitor health and safety, and resource protection. Eliminate user conflicts in areas with intensive use or areas in high demand.
- Promote coordination and cooperation with other entities and private landowners through agreements and partnerships to best meet the needs of the recreating public.
- Utilize volunteers to the fullest extent possible in the implementation of plans, projects, and maintenance.
- Provide a mix of recreation opportunities in a range of settings.

## Proposed Management Program

### Resources

- Protect visual resources through evaluation of all proposed development projects, utilizing the contrast rating system and implementing visual design techniques to reduce impacts of moderate to high contrast projects in sensitive areas.

### Visitors

- Develop visitor information maps and brochures and provide increased visitor contact at information stations, particularly during hunting season.
- Increase interpretation through completion and implementation of an interpretive plan (in conjunction with the cultural program) for the Canyon Pintado National Historic District.
- Do not provide direct controls or allocate use in the near future.

### Facilities

- Rangely Boat Ramp - Develop a Public Land river access site on the White River below Rangely, Colorado, as a boat put-in/take-out and parking area.
- Beefsteak Gulch - Develop facilities (i.e., access road, campground, parking, and sanitation) on Public Land river access tract on the White River 10 miles west of Meeker, Colorado.
- Canyon Pintado Historic District - Develop a project plan and interpretative design plan for the area considering additional interpretive trails, parking for road tours, signing, and sanitation facilities. Project will be coordinated with the Cultural Resource Program.

### Realty Actions

- Continue acquiring access to Public Lands through easement acquisition, exchange, or

other means. Some 73 easements have been identified to provide legal access to 373,560 acres of Public Land in the Resource Area.

- Survey and sign areas along the White River and other key areas in the Resource Area.
- Continue negotiations for acquisition of a 320-acre inholding in the Bull Canyon Wilderness Study Area and 280 acres of private mineral estate in the Willow Creek and Skull Creek WSAs.
- Pursue exchange of some properties in the Skull Creek Basin area to improve access and resource protection.

### Administration

- Continue coordinating with Dinosaur National Monument, the U.S. Forest Service, Chambers of Commerce, Colorado Division of Wildlife, and other entities.
- An increase in maintenance workload and funding will be required to maintain existing and new areas and facilities.
- Initiate a district law enforcement ranger program.

## Projected Funding Needs

Minimum custodial recreation funding of \$30,000 is needed annually, including \$25,000 for visitor services and resource protection, and \$5,000 for maintenance.

Funding of \$25,000 is needed annually to continue administration of the SRP program and provide basic visitor services. Efforts will continue to acquire key properties

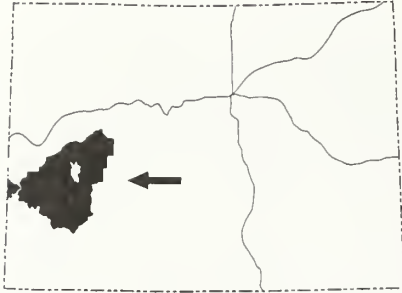


and easements and obtain Land and Water Conservation funding. A one-time cost of \$15,000 is necessary to write and implement an interpretive and project plans for Canyon Pintado

in 1994. A one-time cost of \$6,000 is necessary to write and implement an ORV plan and sign plan for the ERMA. Construction funding will be required to develop sites with

significant recreation potential and develop all types of trails. Additional funding is required to develop and print recreation maps and information brochures.

## Uncompahgre Extensive Recreation Management Area CO03419



### Description

Located in the lower Gunnison and Uncompahgre River valleys, these Public Lands, approximately 855,000 acres, service the communities of Montrose, Ridgway, Delta, Olathe, Hotchkiss, Paonia, Norwood, and Naturita. Escalante Canyon, San Miguel River Canyon, Lower Gunnison River, Needle Rock, and the North Delta Adobes are popular dispersed recreational areas frequented by the public.

Escalante Canyon Area of Critical Environmental Concern offers sightseeing, auto touring, camping, and swimming opportunities in a roaded but natural canyon environment. A well maintained county road provides vehicle access throughout the 15-mile length of the canyon. Some drownings have resulted from hazards encountered by the swimming public in the Potholes area of the canyon.

Needle Rock is designated as an Outstanding Natural Area due to the high-value geologic, interpretive, and scenic characteristics of this volcanic structure. Recreation opportunities in the 80-acre ONA

include sightseeing, picnicking, and geologic study in a roaded but natural environment. BLM has constructed a shelter and an interpretive nature trail in the area.

An 18-mile portion of the Lower Gunnison River downstream from Delta provides sightseeing, boating, fishing, hunting, and camping in a predominantly natural but motorized environment. The area has no BLM recreation facilities. Interspersed private and public (BLM) tracts often result in potential conflicts between recreationists and private landowners.

San Miguel Canyon provides fishing, camping, and floatboating in a Roaded Open Country setting along State Highway 145 but Back Country Walk-In settings on the lower 6 miles. Interspersed private and public tracts create management difficulties in managing recreation resources and opportunities.

Off-highway vehicle use in the Mancos Shale North Delta Adobes badlands is unorganized and used mainly by local residents. Some competitive OHV use has occurred under BLM permit.

### Management Issues

- Lack of public recreational access to important blocks of presently inaccessible Public Lands.
- Lack of public information regarding recreation opportunities on Public Land and

actual on-the-ground location of these Public Lands.

- Lack of on-the-ground monitoring, patrol, and enforcement of OHV regulations, and guide and outfitter compliance, as well as nonpermitted outfitter use, and recreation use in hazardous areas and ACECs.
- Overuse and resource damage at the more popular undeveloped campsite locations, especially hunter camps.
- Lack of an effective information and education campaign promoting a sound land-use ethic.
- Inadequate signing, posting, and maintenance (especially during spring and fall) of access routes.
- Storm King Associates have proposed development of a destination-style ski area and resort complex on Storm King Peak. Plans include an intensive ski facility and commercial, residential, and golf course development involving 1,000 acres of public and 7,000 acres of private lands. Plans also include promotion of skiing, snowmobiling, fishing, mountaineering, tennis, and swimming in the winter; golf, tennis, hiking, camping,



hunting, and horseback riding would be promoted throughout the remainder of the year.

## Management Objectives

- Manage for a wide range of settings to provide maximum diversity of recreation opportunities.
- Minimize rules and regulations so that visitors maintain the opportunity for wide open spaces where they can get away from it all.
- Maximize opportunities for access to larger blocks of Public Land which feature hunting, fishing, cross-country skiing, mountain biking, snowmobiling, camping, and other dispersed Public Land use.
- Increase signing and sign maintenance on primary access routes.
- Provide and maintain developed facilities only where visitation is high and where those facilities will help resolve resource damage, visitor conflicts, and sanitation problems.
- Increase management presence, patrol, and public information/education efforts.

## Proposed Management Program

### Resources

- Increase monitoring, maintenance, and rehabilitation of heavily used hunter camps.

### Visitors

- Provide Public Land informational mapping publication.
- Increase monitoring and management presence to assist visitors with information and education about their Public Lands.
- Hire ranger position to conduct visitor monitoring and patrols.
- Increase management presence in these Special Designation areas:

Adobe Badlands and Camelback WSAs  
Needle Rock Outstanding Natural Area/ACEC  
Escalante Canyon ACEC  
Fairview RNA/ACEC  
Adobe Badlands ONA/ACEC

### Facilities

- Provide on-the-ground signing of Public Land and primary public access routes.
- Maintain and *improve* existing developed recreation facilities and sites (Escalante Canyon, Needle Rock, North Delta Adobes, protected cultural/historical sites, signs).
- Evaluate potential to develop recreation facilities in Escalante Canyon, San Miguel Canyon, and Lower Gunnison River.

### Realty Actions

- Accelerate increased public access and acquisition efforts

specified in the Uncompahgre Basin Resource Management Plan.

- Specify additional opportunities for exchange pooling to gain access to presently inaccessible blocks of key recreational lands.

### Administration

- Continue to work with Colorado DOW in monitoring commercial outfitter operations.
- Implement, monitor, and enforce OHV regulations.

## Projected Funding Needs

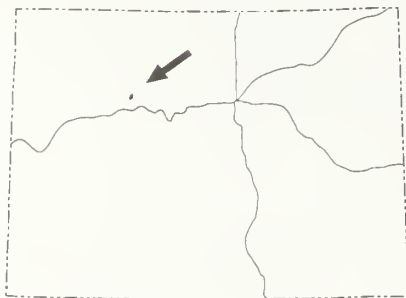
Minimum custodial recreation funding of \$20,000 is needed annually, including \$17,000 for visitor services and resource protection, and \$3,000 for maintenance.

In 1990, funds will be necessary for recurring custodial, increased presence, ranger patrol, enforcement, signing, and Needle Rock renovation. In 1991, continuation of the above, as well as OHV implementation and the beginning of the every third-year easement acquisition program will require funding. Funds should be planned for continuing annual requirements through the year 2000. In addition, funds will be needed in 1992 to begin Escalante Canyon construction and in 1993 for a Resource Area recreation information/opportunity brochure. Recreation Area Management Plans for the Lower Gunnison and San Miguel, the third-year acquisition program, and increased maintenance will require funding in 1994. The third-year acquisition program must be funded in 1997 and 2000.

## Bull Gulch

### Special Recreation Management Area

#### CO07803



### Description

The Bull Gulch Special Recreation Management Area includes several side canyons along the Colorado River, carved into a variety of sandstone formations, and includes a prominent volcanic intrusion. Elevations in the area vary from 6,400 feet along the river to 10,000 feet along the upper rim. Included in the 10,000 acres are pinyon-juniper woodland, sagebrush steppe, western spruce-fir forest, aspen, and some ponderosa pine. The area has perennial creeks with riparian zones and several spring water sources. Deer, elk, bobcat, bighorn sheep, raptors, and a variety of other animals inhabit the area.

Recreation opportunities and activities in this area include primitive camping and picnicking by river floaters on the Colorado River, fishing, hiking, horseback riding, small game and big game hunting, wildlife viewing, and sightseeing. Recreational use in 1988 was estimated at 500 visits.

The area is under wilderness study and is recommended for Wilderness designation.

### Management Issues

#### Access

- Public access to the area is

available from the Eby Creek Road into the Black Mountain area and the Colorado River Road into the Alamo Creek area. Existing roads in the Big Red Hill and Greenhorn Gulch areas, and the Eby Creek Road, provide physical access to the area but lack public easement for public use.

- Hiking access from the Colorado River Road is available along Posey and Alamo Creeks. The route up Posey Creek crosses private property and lacks public access.

#### Resource Damage

- A weed infestation (Canada thistle) is found in the Posey Creek Spring area.
- The area has 640 acres of split estate. Although the probability of mineral development is presently considered to be low, acquisition of the minerals is planned to protect the area.

### Management Objectives

- Ensure the land, visitors, and management actions are managed for Semiprimitive Nonmotorized class.
- Continue interim wilderness management.
- Provide minimal resource protection.
- Provide minimal signing.
- Rehabilitate human imprints.

### Proposed Management Program

#### Resources

- Continue interim wilderness management in the area, preclude development and other management activities which would impair the area's wilderness character. Pursue Congressional Wilderness designation of the area.
- Provide monthly patrols of high use areas during the summer and fall to monitor resource conditions and impacts of use.
- Continue the "conditional suppression" fire management designation for the area. Use only nonimpairing methods and equipment in case of a fire needing suppression.
- Allow unrestricted use of campfires and use of dead and down wood. Prohibit campfires during high fire hazard conditions.
- Provide weed control to prevent spreading of infested areas.

#### Visitors

- Provide area brochure with map, access roads and trails, land status, wilderness rules, interpretation of the environment, and other pertinent information.
- Provide directional and informational signing; identify

Public Land boundaries.

### Facilities

- Manage two trailheads to provide nonmotorized access to the area. Provide parking and visitor information, and minimum resource protection.
- Maintain the trails along Alamo Creek, Posey Creek, Jack Flats, and Bull Gulch as cross-country hiking routes. Maintain suitability of the Big Red Hill Trail for equestrian use.
- Manage designated base camps at Jack Flats and the Posey Creek Spring areas. Maintain the sites as primitive in character.
- Provide monthly maintenance patrols of the trailheads in the summer.
- Provide annual maintenance of trail routes and designated base camps. Maintain to primitive hiking route standards.
- Provide road maintenance on Big Red Hill and Greenhorn Gulch Roads. Maintain the

existing road into the Black Mountain area as a rough four-wheel drive trail.

### Realty Actions

- Acquire public access easement on the Big Red Hill and Greenhorn Gulch Roads.
- Provide a trailhead along the Colorado River Road near Alamo Creek and at the end of the Big Red Hill Road.

### Administration

- Coordinate with the forest management program to ensure protection of resource values in harvesting of timber adjacent to the RMA in the Black Mountain area.
- Continue closure to OHV use in the area.
- Continue the closure to oil and gas leasing, mineral location, and mineral sales in the area.
- Acquire state minerals on split estate within the area.
- Coordinate with wilderness management program.

## Projected Funding Needs

Minimum custodial recreation funding of \$8,000 is needed annually, including \$4,000 for visitor services and resource protection, and \$4,000 for maintenance.

For the recreation program from 1990-1994, \$500 will be needed annually for resource protection of two sites. Another \$3,200 will be needed for producing an area map and brochure, and for signing. On-the-ground patrols will cost an estimated \$3,000 annually.

Development of two primitive campground/picnic areas will require \$1,500. Maintenance of these sites will require \$400. For access road improvements, \$5,000 will be needed, and \$2,500 will be needed for maintaining the access roads/trails.

Realty actions will require \$10,000 for access acquisition and \$10,000 for State minerals acquisition. A total of \$4,400 will be needed to cover costs of environmental assessments preparation, enforcement, special recreation permits issuance, and coordination with local groups and agencies.

## Royal Gorge Extensive Recreation Management Area CO05721

### Description

This Extensive Recreation Management Area includes a wide variety of settings ranging from alpine mountain environments to semidesert canyon country landscapes. Vegetation ranges from tundra to semidesert species.

Outstanding scenery provides

numerous opportunities for pleasure driving and photography; viewing or wildlife hunting abound, from elk and mountain lion to pronghorn, turkey, and upland birds. The area is rich in cultural resources from prehistoric Indian sites to remnants of 19th century mining, ranching and railroads. Four Wilderness Study Areas with opportunities for hiking, camping, nature and scientific study,





and wildlife activities are located here. The highest motorized vehicle pass in the nation (Mosquito Pass) climbs to over 13,000 feet. Aspen viewing in the fall is outstanding, and is a major tourist attraction. Rivers and lakes abound, providing ample opportunities for fishing and other water-related activities. Four major U.S. highways cross the area from east to west, and one interstate highway bisects it from north to south. The northwestern portion of the ERMA contains some of the richest mountain lion habitat in the nation and draws visitors from across the country. OHV opportunities are many, and one area is established for organized "enduro" competition.

Visitation to the area was approximately 432,000 visitor days last year. This area includes the second and third largest metropolitan areas in the state and is within 1 to 2 hours of the largest metropolitan area

in the state - Denver. Current visitor use is largely dispersed with very few visitor controls. Due to the area's proximity to the Front Range communities, recreation visitor use is expected to continue increasing rapidly.

There are no developed BLM facilities for recreation in this Extensive Recreation Management Area. A number of back country roads developed for range, mining, or timber resources support recreation use, and some signs aid the recreating public.

BLM has entered into two recreational Cooperative Management Agreements, including an agreement with Custer County to manage the DeWeese Reservoir recreation site. Another involves the State Highway Department and Buena Vista Chamber of Commerce for the "Overlook of the Fourteeners" on Midland Hill near Buena

Vista. Special Recreation Permits are issued for upland game hunting, horseback riding, and competitive OHV events. The famed annual Mosquito Pass burro race near the town of Buena Vista is administered under a joint USFS-BLM permit.

## Management Issues

This close proximity to metropolitan areas provides BLM a unique opportunity to meet public recreation demand. Provision of interpretive signing and brochures and development of facilities would provide BLM the opportunity to enhance the visitor's experience and convey a greater appreciation of these lands and their historical roots.

One of the most common complaints aired to the BLM Canon City District Office is the lack of legal or physical access to the Public Lands in this ERMA. Because of the



*Scenery in Kerr Gulch, Royal Gorge ERMA*

area's proximity to the majority of Colorado's residents, open spaces for hunting, OHV use, scenic driving, hiking, and just getting away are in high demand.

The Public Land in this recreation area is an interface between the cities and urban developments and the more natural undeveloped environments. As a result, various visitor activities, such as OHV use, hunting, and snowmobiling, can often damage some of the natural elements, such as solitude, wildlife, and watersheds. It is also common for visitors to the area to have difficulty in locating public and private land boundaries, and conflicts with private landowners often occur.

## Management Objectives

The existing recreation character of the area is represented by Walk-In, Semiprimitive Motorized, Roaded Open Country, and Highway-Rural classes. The proposed management of this area is expected to retain the existing physical characteristics.

This area offers excellent opportunities for both dispersed and developed recreation activities. Management emphasis will be to continue providing as much unregulated and unconfined recreation as possible without causing resource damage.

- Develop recreation sites to accommodate this use and ensure resource protection.
- Improve visitor services by providing information and interpretive signing, displays, and brochures.
- Increase visitor contacts by BLM employees (rangers and recreation planners) to provide more information and interpretation, and to help reduce user conflicts.

## Proposed Management Program

### Resources

- Manage three Wilderness Study Areas not recommended for Wilderness designation to provide Walk-In class recreation. The newly initiated Resource Management Plan will determine whether special designations are necessary. Visitor information, increased presence of on-the-ground informed personnel, site planning, and facility construction will aid in protecting resources.
- Rehabilitate approximately 24 locations indiscriminately disturbed by use.

### Visitors

- Initiate a cooperative program with local communities and Chambers of Commerce to distribute and display information on available Public Land recreation. Provide onsite uniformed BLM personnel, rangers, information kiosks, and displays to inform visitors and control use.

### Facilities

- Provide 13 new restroom facilities, picnic sites at 24 dispersed locations, and various types of trails and roads.
- Construct interpretive kiosks to provide information and aid in building a Public Lands user ethic. Ensure that facility development does not alter natural beauty or existing recreation character of the site.

### Realty Actions

- Accelerate land tenure adjustments by exchange or easement acquisition to provide improved access to public recreational lands.

### Administration

- To encourage tourism and economic development, local governments, Chambers of Commerce, tourism boards, clubs, conservation groups, and historical societies will be encouraged to play an active part during all stages of trail and byway planning and development.
- Accomplish increased monitoring through the use of volunteer groups, traffic counters, and user surveys to ensure that management and/or developments match user needs.
- Provide a full-time recreation planner to work in this area and on the Arkansas River SRMA. A recreation maintenance person is necessary to accomplish site rehabilitation and maintenance.
- Provide a ranger to be shared with other activities.
- OHV designations will be planned during the ongoing RMP process.

## Projected Funding Needs

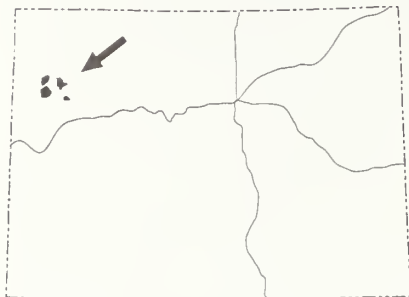
Minimum custodial recreation funding of \$17,000 is needed annually, including \$14,000 for visitor services and resource protection, and \$3,000 for maintenance



## Piceance Basin

### Special Recreation Management Area

#### CO01714



### Description

The Piceance Basin Special Recreation Management Area consists of 268,091 acres of Public Land in four units (Spring Creek, Cathedral Bluffs, Dry Fork, and Cow Creek), lying west and south of Meeker, Colorado. The SRMA is characterized by a series of ridges and valleys covered with sagebrush, pinyon-juniper woodlands, and scattered areas of mountain brush vegetation.

The mule deer herds that range the area are part of the largest migratory herd in North America. Elk and mountain lion range throughout the area as well.

Big game hunting is the primary activity and attracts some 23,000 hunters from around the nation each year. Camping and off-road vehicle use occurs mainly as spinoffs from hunting. However, another 5,000 visitors engage in other activities such as snowmobiling, hiking, viewing wildlife, ORV travel, camping, and small game hunting.

Current management consists of issuing Special Recreation Permits for commercial big game and lion hunting guides and outfitters, collecting trash, and providing maps and information during the big game hunting season.

### Management Issues

- Intensive use during hunting season is causing concern for visitor health and safety, and resource protection.
  - Access to some areas of Public Lands is a problem.
  - Generally, demands for information are not being fully met.
  - Over 50 undeveloped hunter camps are receiving no maintenance at present.
- information stations during hunting season.
  - Provide basic support facilities including access roads, parking areas, sanitation, and designated campsites and areas.
  - Within the Cow Creek unit (in addition to those in above):
    - Establish a 5,000 acre nonmotorized, walk-in hunting area.

### Management Objectives

Maintain existing resource characteristics and create a 5,000-acre walk-in hunting area. Emphasis is on hunting and camping. Specific prescriptions for the four management units within the SRMA follow:

- Within the Spring Creek, Cathedral Bluffs and Dry Fork units:
  - Ensure that the land, facilities, visitors, and recreation management actions are managed according to Semiprimitive Motorized and Roded Open Country character class criteria (see Table 2-1.2).
  - Manage the Public Lands to provide hunting within highly valued settings.
  - Provide high quality visitor services, increasing efforts to disseminate information and contact with users on the ground through field

### Proposed Management Program

#### Resources

- Limit OHV use in some areas of the Dry Fork unit where roads may be closed to protect deer winter range and protect soils when saturated to a depth of 3 inches.
- Establish a 5,000-acre nonmotorized hunting area within the Cow Creek unit, closing roads and trails during the big game hunting season.

#### Visitors

- Develop a seasonal visitor services program for hunters including a field program and information stations.
- Increase public information efforts, including the publication of a map/brochure which shows roads, trails, information stations, campsites, and other recreation and safety information.



- Develop a sign plan and program.

#### Facilities

- Develop recreation sites within the SRMA (i.e., parking areas, sanitation, and designated campsites or areas) only as necessary to accommodate public use or to protect the resources.
- Continue annual trash collection at eight sites during big game hunting season.
- Continue road maintenance, along with other benefiting programs.

#### Realty Actions

- Maintain public legal access throughout the SRMA.

- Acquire or exchange land to provide access and public use areas.

#### Administration

- Two seasonal employees or volunteers will help provide visitor services during the big game hunting season.
- Initiate law enforcement ranger program.
- Continue cooperative agreements with the Meeker and Rangely Chambers of Commerce to provide visitor information and to sell maps.

### Projected Funding Needs

Minimum custodial recreation funding of \$17,000 is needed

annually, including \$15,000 for visitor services and resource protection, and \$2,000 for maintenance.

Funding of \$15,000 is required annually to provide a minimum of custodial management (i.e., issue and administer SRPs, provide information, protect resources, provide for visitor health and safety, etc.). A one-time cost of \$10,000 is necessary to write a Recreation Area Management Plan with associated sign plan and environmental assessment. An additional \$8,000 will be required to contribute to the OHV implementation plan as well as to create the nonmotorized hunting area and on-the-ground signing. New maps and brochures on the area will require \$10,000, and access easements will require \$20,000.

## San Juan Extensive Recreation Management Area CO03822



### Description

Lying in the extreme southwestern part of Colorado, known regionally and nationally as the Four Corners Area, these Public Lands serve Durango, Cortez, and numerous other small communities. The primary recreation focus here is the wealth of nationally significant cultural and historic resources (over

10,000 archaeological sites have been recorded). Most of the dispersed recreation use is centered around viewing cultural resources, hunting, and driving on and off maintained roads. An estimated 265,000 users spend about 510,000 user days here annually.

### Management Issues

- Lack of public recreational access to important blocks of presently inaccessible Public Lands.
- Lack of public information regarding recreation opportunities on Public Land and actual on-the-ground location of these Public Lands.

- Lack of on-the-ground monitoring, patrol, and enforcement of OHV regulations, cultural resource site vandalism, and guide and outfitter compliance.
- Overuse and resource damage at the more popular undeveloped campsite locations, especially hunter camps.
- Lack of an effective information and education campaign promoting an acceptable land-use ethic.
- Inadequate signing, posting, and maintenance of access routes.
- BLM's caution at ensuring

that cultural resource sites are made available for public use and enjoyment and protected for their scientific value. With the exception of the Anasazi Heritage Center (see separate narrative) the wealth of cultural resources and available information has not “trickled down” to meet public recreation demands and expectations.

## Management Objectives

- Manage for a wide range of settings to provide maximum diversity of recreation opportunities.
- Minimize rules and regulations so that visitors maintain the opportunity for wide-open spaces where they can get away from it all.
- Maximize opportunities for access to larger blocks of Public Land which feature hunting, fishing, and cultural resource appreciation.
- Increase signing, including posting and maintenance of signs on primary access routes.
- Advocate and manage for back country recreation opportunities in Wilderness Study Areas determined to be unsuitable, thereby reducing the misconception that back country opportunities can only be found in designated wilderness.
- Maximize the protection, patrol, and delivery of cultural resource information and interpretation.

## Proposed Management Program

### Resources

- Increase monitoring, maintenance, and rehabilitation of heavily-used hunter camps and cultural resource sites.

### Visitors

- Provide Public Land informational mapping publication.
- Increase monitoring and management presence to assist visitors with information and education about their Public Lands.
- Hire ranger to conduct visitor monitoring and increase BLM agency visibility and public contact, especially concentrating on vandalism reduction through educational efforts at cultural resource sites.
- Increase management presence in Special Designation areas:

The seven Wilderness Study Areas  
McElmo Research Natural Area  
Perins Peak Habitat Management Plan Area  
Anasazi Area of Critical Environmental Concern (ACEC)

- Initiate a sign program. Provide on-the-ground signing of Public Land and of primary public access routes.

### Facilities

- Maintain and *improve* developed recreation sites (Lowry Ruins, Dominguez/ Escalante Ruins, protected

and interpreted cultural/ historical sites).

- Implement Sand and East Rock Canyon and Mockingbird Mesa Cultural Resource Management Plans (CRMPs).

### Realty Actions

- Accelerate increased public access and acquisition efforts specified in the San Juan/San Miguel RMP.
- Specify additional opportunities for exchange pooling to gain access to presently inaccessible blocks of key recreational lands.

### Administration

- Continue to work with Colorado Division Of Wildlife in monitoring commercial outfitter operations.
- Continue cooperative law enforcement contracts with counties.
- Continue issuing joint BLM-FS Special Recreation Permits.
- Continue to work with land acquisition entities, such as the Nature Conservancy, in making desirable land acquisitions.
- Implement, monitor, and enforce OHV regulations.

## Projected Funding Needs

Minimum custodial recreation funding of \$19,000 is needed annually, including \$13,000 for visitor services and resource protection, and \$3,000 for maintenance.

In 1990, recurring custodial, increased presence, ranger patrol, OHV implementation, enforcement, signing, and increased maintenance will require funding. The budget

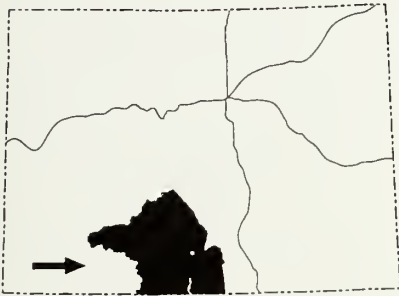
should be planned for continuation of the above annual needs through the year 2000, with an inflation hedge planned for 1998 to 2000. Additionally, funds will be required

to implement the Indian Springs plan in 1993. In 1991, 1994, 1997, and 2000, funds should be planned for the third-year acquisition program.

## San Luis

### *Extensive Recreation Management Area*

#### CO05624



### Description

The high mountain San Luis Valley is approximately 122 miles long by 74 miles wide. The valley lies between the San Juan Mountains and the rugged Sangre de Cristo Range. Although this area has the next lowest population density in the state, national attention focuses on several of its attractions, including the Great Sand Dunes National Monument, the Sangre de Cristo Mountains, the Rio Grande River Corridor, the Cumbres Toltec Scenic Railroad, two national wildlife refuges, and the Rio Grande National Forest. Approximately 508,500 acres of BLM Public Land are scattered about its circumference.

These lands provide a significant amount of dispersed outdoor recreation opportunities. Specific activities include camping, OHV use, hiking, hunting, fishing, picnicking, rock hounding, sightseeing, and wildlife viewing. Current use has been estimated at 113,000 visits per year.

Current recreation management funding is well below the custodial level and consists of issuing one to

three recreation permits on a demand basis, seasonal closure of some roads to protect resource values, and limited monitoring of OHV use in the Trickle Mountain area. Very little compliance work, use monitoring, and visitor services are provided. Annual road maintenance provides some benefits for recreationists.

### Management Issues

Need for off-highway vehicle areas has emerged as one of the highest priorities during recent public meetings for the San Luis Resource Area RMP process. A sand dune area (Sand Castle) on BLM land adjacent to the Great Sand Dunes National Monument is one of two areas in the state which could provide intensive OHV recreation, but it contains a Smithsonian quality Folsom archaeological site. It is also adjacent to the Great Sand Dunes Monument designated wilderness. The Bishop Rock and Dry Creek areas also need additional planning to identify measures to protect cultural resources and rare plant species.

### Management Objectives

Concentrate on providing primarily dispersed recreation while protecting crucial wildlife and other sensitive resources.

The character classes in this area include 3,300 acres of Back Country, 20,000 acres of undisturbed, natural

Walk-In, 341,205 acres of Semi-primitive Motorized, 127,695 acres of Roaded Open Country, and 28,477 acres of Highway-Rural class located adjacent to irrigated meadows and fields. Based on information in the San Luis RMP, these character classes are expected to remain very stable over time. Few contacts with other users are normally expected in most of the area. The Roaded Open Country and Highway-Rural classes generally include only ranch and farm land, and only low numbers of contact with others occur here.

### Proposed Management Program

#### Resources

- No specific measures identified.

#### Visitors

- Develop visitor information and interpretive brochure, and an informative video to be used in schools, public meetings, and by user groups.
- Provide interpretive and directional signing in conjunction with the OHV and transportation plan implementation.



### Facilities

- Construct parking areas, restrooms, and picnic tables to develop OHV potentials at the Sand Castle area only after completion of a Cultural Resource Management Plan for the area (estimate FY 1992-1993).
- Complete 30 miles of annual recreation related road maintenance.

### Realty Actions

- Purchase access property adjacent to South Piney and Black Canyon WSAs which adjoin FS wilderness.

### Administration

- Consult state and county highway departments when

implementing roadside signing and constructing road junctions and approaches.

- Monitor area visitor use to provide more complete and accurate use figures.
- A permanent full-time recreation planner and a temporary recreation technician are needed to work in the three recreation management areas in the San Luis Resource Area.

- More on-the-ground BLM management is needed to reduce user conflict and prevent resource damage.
- The preferred alternative in the draft RMP lists 7,060 acres of land closed to OHV use, 386,310 acres open with limitations (existing roads

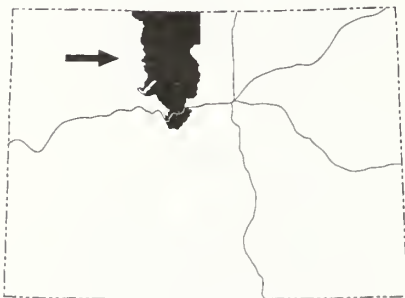
and/or seasonal), and 127,307 acres classified as open. The approved RMP/ROD is expected to be signed in December 1989. These designations are to protect roads, cultural sites, riparian areas, and critical wildlife wintering and birthing areas.

- Develop the identified Sand Castle OHV potentials, provide parking areas, restrooms, and picnic tables.

### Projected Funding Needs

Minimum custodial recreation funding of \$23,000 is needed annually, including \$19,000 for visitor services and resource protection, and \$4,000 for maintenance.

## Kremmling Extensive Recreation Management Area CO01818



### Description

Outdoor recreation opportunities on Public Lands within the Kremmling Resource Area are becoming more important because these lands are close to the Denver metropolitan area and other Front Range communities. The BLM Public Lands play a significant supplemental role in the regional

recreation setting and are mostly rolling, open sagebrush country used for dispersed recreation. The Public Lands in Middle Park are usually adjacent to national forest lands except around Kremmling and along the Colorado River. The Laramie River Valley along the Wyoming border also provides open sage country for dispersed recreation opportunities. Environmental settings in these areas range from Semiprimitive Nonmotorized to Highway-Rural.

Popular use areas are diverse and scattered throughout the area. Total use is estimated at 58,000 visits in which hunting, fishing, and OHV use are the primary activities. The Sunset Fishing Access on the Colorado River consists of a parking area and trail to the river for public

fishing in this designated Gold Medal trout stream. The Troublesome WSA provides a natural setting for primitive types of recreation, but lacks good public access. The Black Mountain, Kinney Creek, Smith Mesa/Corral Creek, Strawberry, Dice Hill, Independence Mountain, and Laramie River areas have forest settings which are intensively used during big game hunting season, and support moderate OHV use, firewood gathering, sightseeing, and camping. The Drowsy Water area provides opportunities for hunting and horseback riding; however, access is limited to private landowners.

Current custodial management consists of issuing Special Recreation Permits for upland big game hunting (most are issued jointly with

the Forest Service), commercial horseback trail rides, fishing trips, and competitive events such as motocross, snowmobile, and sled dog races. Some annual sign placement and maintenance is done each year and will continue as OHV designations are implemented.

## Management Issues

- Physical and legal access to highly blocked areas, user conflicts, visitor health and safety.
- Resource damage and a lack of visitor services during intensive use periods, especially during the big game hunting seasons.
- Unauthorized commercial outfitting.

## Management Objectives

- Ensure that these Public Lands become and remain accessible to the public for recreation use and are managed to maintain a broad variety of recreation activities.
- Collect fees and monitor all commercial and competitive activities as appropriate.

## Proposed Management Program

### Resources

- No specific measures identified.

### Visitors

- Continue to provide visitor information on request and cooperate with local Chambers of Commerce and U.S. Forest Service to provide maps and information, especially during the big game hunting seasons.
- Identify opportunities for increased interpretation and environmental education.
- Develop a recreation map for the resource area.

### Facilities

- Continue maintaining and improve the Sunset Fishing Access Site.
- Install signs and information boards during intensive use periods.

### Realty Actions

- Acquire lands to block Public Lands for better management in areas for recreation.

- Acquire public fishing access to McFarlane Reservoir, the Colorado River in Middle Park, and the Blue River.

### Administration

- Fully implement the OHV plan on the ground by FY 91, protecting important wildlife habitat, cultural and other natural resources, and ensuring visitor safety.
- Continue coordination with the U.S. Forest Service, Colorado Division of Wildlife, and others to provide visitor information and other services.
- Initiate a district law enforcement ranger program.

## Projected Funding Needs

Minimum custodial recreation funding of \$20,000 is needed annually, including \$15,000 for visitor services and resource protection, and \$5,000 for maintenance. Funding of \$15,000 is required annually to issue and administer SRPs, and to provide visitor information, maintenance, and resource protection. Acquiring access easements will require \$25,000.

## Front Range Extensive Recreation Management Area (Northeast Resource Area) CO05823



### Description

The Front Range Extensive Recreation Management Area (Northeast Resource Area) includes the most populated area in Colorado. However, the small quantity of Public Land and the scattered nature of the tracts have resulted in little dependence on BLM for recreation. Due to their close proximity to the Denver/Boulder metropolitan area, these lands are in very high demand. However, these areas have limited potential to meet public recreation needs because most access is controlled and usually limited by permission of adjoining private surface owners.

The BLM lands are available for a wide variety of recreational opportunities including: viewing white pelicans; unique viewing of historical mining activities and communities; hunting; camping; hiking; horseback riding; photography; cross-country skiing; limited OHV use; public beach and boating activities; firewood cutting; and recreational mining. Current visitor use on the 33,000 acres has been estimated at 63,000 visits per year.

The current recreation management program is well below custodial maintenance. It is limited to management of one to three recreation permits on demand, cooperating

with other agencies who want to develop recreation opportunities on BLM lands.

### Management Issues

The scattered, fragmented land pattern leads to a lack of physical and legal access. This is a significant barrier to recreation use and results development, and can result in conflicts with private landowners and homeowners. Visitor safety is also an important consideration, since this is historic Colorado mining country having numerous abandoned shafts.

### Management Objectives

The BLM's Northeast Resource Management Plan was approved in September 1986. Its main objective is to dispose of all BLM surface ownership within the area. Approximately 11,910 acres are to be transferred to other public agencies, 5,130 acres are to be offered for private disposal, and 22,910 acres are to be transferred or disposed of after specific review or cooperative agreement. Where important resource values were identified, such as recreation potential, the plan recommends that the lands be transferred to another Federal, State, or local agency, or nonprofit group. Because of this disposal goal, there are no plans by the BLM to develop recreation sites in the area.

Management emphasis will determine the most appropriate public or nonprofit entity to manage these lands through a specific review committee process. Transfer of these Public Lands will occur as realty actions authorized under the Recrea-

tion and Public Purposes (R&PP) Act. Issued leases and patents will be monitored to ensure that lessees comply with terms requiring development of visitor services and resource protection.

One percent of the area is considered to be undisturbed, natural recreation character, 29 percent Semiprimitive Nonmotorized, 36 percent Roaded Open Country, 31 percent Highway-Rural, and 3 percent Developed-Urban class.

### Proposed Management Program

#### Resources

- Ensure resources will be protected by the entities receiving the leases or titles to the Public Lands.

#### Visitors

- Those agencies or organizations receiving the leases or titles to Public Land will be responsible for the development and operation of visitor services including: information, interpretation, allocation, etc. Providing increased visitor services will be a priority consideration in most of the transferred parcels.

#### Facilities

- Site development and maintenance will be conducted by the selected managing organization.



### **Realty Actions**

- This workload will consist of identification and transfer of approximately 10,000 acres of Public Lands, through approximately 20 Recreation & Public Purposes leases or patents, to various government agencies and nonprofit organizations for the intensive management of recreation resources.

### **Administration**

- The identification, transfer, and monitoring of Public Land parcels for recreation purposes will require exten-

sive external coordination with the public, nonprofit groups, and other agencies.

- Staffing needs will continue to require partial recreation funding for a natural resource specialist due to heavy emphasis on lands in Clear Creek, Boulder, and Gilpin Counties. These areas have some of the highest recreation values and the most public interest.
- Resource protection measures taken by organizations obtaining R&PP leases will be monitored through regular compliance exams conducted

by BLM. The agency will require that corrective actions take place, where needed, to resolve resource degradation problems.

### **Projected Funding Needs**

Minimum custodial recreation funding of \$18,000 is needed annually, including \$16,000 for visitor services and resource protection, and \$2,000 for maintenance. Increased funding is needed to ensure that recreational issues are adequately considered in the transfer of Public Lands. This will require \$15,500 annually through FY 2000.



# PART III

## *FUNDING TABLES*



**PART III**  
**FUNDING TABLES**

Table 3-1.1 Existing Funding  
Levels —  
Fiscal Year 1989

Table 3-1.2 Custodial Funding  
Levels —  
Fiscal Year 1989

Table 3-1.3 Future Funding  
Levels— Total for  
Fiscal Years 1990-2000

Table 3-1.4 Future Funding  
Levels — Annual  
Average for Each of  
the 11-Years  
(Fiscal Years 1990-  
2000)

Table 3-1.1

<b>EXISTING FUNDING LEVELS</b> <b>FISCAL YEAR 1989</b>							
Recreation Management Area (RMA) Name	RMA No.	Management	Maintenance				Grand Total \$(000)
		Recreation Management \$(000s)	Building Maintenance \$(000s)	Recreation Maintenance \$(000s)	Transportation \$(000s)	Sub-Total Maintenance \$(000s)	
San Juan Triangle	CO03603/						
	CO03803	44	0	21	0	21	65
Ruby Canyon/Black Ridge	CO07605	19	0	12	2	14	33
Gunnison Gorge	CO03404	41	0	4	0	4	45
Anasazi	CO03801	1	7	4	0	11	12
Arkansas River	CO05701	106	3	49	0	52	158
Dolores River	CO03806	49	0	4	0	4	53
Powderhorn Primitive Area	CO03608	5	0	0	2	2	7
Gold Belt Complex	CO05711	3	0	6	0	6	9
Upper Colorado River-Upper	CO01802	45	0	56	0	56	101
Upper Colorado River-Lower	CO07802	10	0	9	0	9	19
Dominguez	CO07607	2	0	13	0	13	15
Grand Valley	CO07609	13	0	12	1	13	26
Rio Grande River	CO05601	3	0	0	0	0	3
Gateway	CO07608	2	0	12	0	12	14
Upper Yampa River	CO01601	2	0	0	0	0	2
Thompson Creek	CO07813	0	0	1	1	2	2
North Sand Hills	CO01812	2	0	0	0	0	
Deep Creek	CO07805	1	0	1	0	1	2
Eagle River	CO07806	6	0	2	0	2	8
Cochetopa Canyon	CO03610	2	0	1	0	1	3
Glenwood Springs	CO07814	3	0	1	1	2	5
Hack Lake	CO07804	0	0	1	0	1	1
Gunnison	CO03615	7	0	1	0	1	8
Little Snake	CO01617	16	0	3	0	3	19
Blanca	CO05602	2	1	5	0	6	8
Grand Junction	CO07616	7	0	13	2	15	22
White River	CO01720	7	0	0	0	0	7
Uncompahgre	CO03419	9	0	1	0	1	10
Bull Gulch	CO07803	0	0	1	0	1	1
Royal Gorge	CO05721	3	0	0	10	10	13
Piceance Basin	CO01714	2	0	1	0	1	3
San Juan	CO03822	4	0	5	0	5	9
San Luis	CO05624	4	0	0	7	7	11
Kremmling	CO01818	3	0	0	0	0	3
Front Range	CO05823	4	0	0	0	0	4
Non RMA Costs		146	11	60	24	95	241
State Totals		\$573	\$22	\$298	\$50	\$370	\$943

Table 3-1.2

CUSTODIAL FUNDING LEVELS FISCAL YEAR 1989							
Recreation Management Area (RMA) Name	RMA No.	Management	Maintenance				Grand Total \$(000)
		Recreation Management \$(000s)	Building Maintenance \$(000s)	Recreation Maintenance \$(000s)	Transportation \$(000s)	Sub-total Maintenance \$(000s)	
San Juan Triangle	CO03603/ CO03803	26	0	21	10	31	57
Ruby Canyon/Black Ridge	CO07605	40	0	18	3	21	61
Gunnison Gorge	CO03404	23	0	5	0	5	28
Anasazi	CO03801	65	10	8	0	18	83
Arkansas River	CO05701	44	0	0	0	0	44
Dolores River	CO03806	25	0	8	0	8	33
Powderhorn Primitive Area	CO03608	14	0	1	8	9	23
Gold Belt Complex	CO05711	44	0	8	1	9	53
Upper Colorado River-Upper	CO01802	40	0	36	0	36	76
Upper Colorado River-Lower	CO07802	24	0	9	3	12	36
Dominguez	CO07607	16	0	13	1	14	30
Grand Valley	CO07609	75	0	17	6	23	98
Rio Grande River	CO05601	21	0	0	2	2	23
Gateway	CO07608	15	0	4	2	6	21
Upper Yampa River	CO01601	50	5	0	5	20	
Thompson Creek	CO07813	10	0	2	2	4	14
North Sand Hills	CO01812	5	0	3	0	3	8
Deep Creek	CO07805	8	0	2	1	3	11
Eagle River	CO07806	12	0	4	3	7	19
Cochetopa Canyon	CO03610	4	0	3	0	3	7
Glenwood Springs	CO07814	17	0	2	4	6	23
Hack Lake	CO07804	6	0	2	3	5	11
Gunnison	CO03615	16	0	3	0	3	19
Little Snake	CO01617	42	0	5	2	7	49
Blanca	CO05602	12	2	5	1	8	20
Grand Junction	CO07616	30	0	15	6	21	51
White River	CO01720	25	0	2	3	5	30
Uncompahgre	CO03419	17	0	3	0	3	20
Bull Gulch	CO07803	4	0	1	3	4	8
Royal Gorge	CO05721	14	0	0	3	3	17
Piceance Basin	CO01714	15	0	2	0	2	17
San Juan	CO03822	13	0	6	0	6	19
San Luis	CO05624	19	0	0	4	4	23
Kremmling	CO01818	15	0	5	0	5	20
Front Range	CO05823	16	0	0	2	2	18
Non RMA Costs		187	10	80	80	170	357
State Totals		\$974	\$ 22	\$298	\$153	\$473	\$1,447

Note - Custodial funding includes the following:

Nondiscretionary work obligations that must be met, such as management actions, providing on demand public information (but not what ought to be done), administration and operation costs that occur irrespective of program funding.

Meeting public demand for issuance of special recreation permits.

Resource protection to protect resources from damage by recreation oriented activities.

Sustaining existing capital investments.

Maintaining the usefulness of facilities to the purposes for which they were constructed.



Table 3-1.3

FUTURE FUNDING LEVELS Total for Fiscal Years1990-2000																		
			Recurring Costs					Development Costs									Grand Total RMA Costs \$(000)	
			Manage- ment	Maintenance			Total	Construction			New Facil. Maint. \$(000)	Access & Ease- ment Acquis. \$(000)	L&WCR Acquisi- tion \$(000)	Total Devel. Costs \$(000)				
				Recreation Mgmt. \$(000)	Bldg. Maint. \$(000)	Rec. Maint. \$(000)		Trans- port. Maint. \$(000)	Total Maint \$(000)	Bldg. \$(000)					Rec- reation \$(000)	Trans. \$(000)		Sub- Total \$(000)
Recreation Mgmt. Area (RMP) Name	RMA No.		1343	0	450	375	825	2168	375	855	370	1600	605	60	1125	3390	5558	
San Juan Triangle	CO03603/		CO03803	810	0	111	48	159	969	0	238	16	262	386	95	903	1646	2615
Ruby Cyn./Blk. R.	CO07605		CO03404	1277	34	43	108	185	1462	200	60	150	410	96	8	850	1364	2826
Gunnison Gorge	CO03801		CO05701	1801	400	185	60	645	2446	0	138	83	221	71	0	0	292	2738
Anasazi	CO03806		CO03806	640	0	77	0	0	2475	0	550	0	550	55	31	60	605	3080
Arkansas River	CO03608		CO05711	435	0	105	215	320	755	0	86	120	206	110	20	65	401	1156
Dolores River	CO05711		CO01802	1132	0	176	0	176	1308	3610	545	140	4295	213	92	1110	5710	7018
Powderh. Pm. Ar.	CO01802		CO07802	590	0	396	0	396	986	0	316	0	316	251	15	1000	1582	2568
Gold Belt Cmplx.	CO07802			370	0	70	83	153	523	0	294	18	312	268	27	117	725	1247
Upper Colo. R.-Upr.																		
Upper Colo. R.-Lwr.																		
Dominguez	CO07607			335	0	63	11	74	409	0	499	10	509	399	0	150	1058	1467
Grand Valley	CO07609			1130	0	262	79	341	1471	0	275	22	297	369	140	304	1110	2581
Rio Grande River	CO05601			363	0	0	0	0	363	40	4	86	130	60	15	563	768	1131
Gateway	CO07608			300	0	60	30	90	390	0	13	4	9	2	78	103	193	583
Upper Yampa R.	CO01601			391	0	22	0	22	413	0	80	10	90	49	100	800	1039	1452
Thompson Creek	CO07813			235	0	13	12	25	260	0	14	6	20	74	11	0	105	365
North Sand Hills	CO01812			107	0	12	0	11	118	0	55	0	55	33	0	0	88	206
Deep Creek	CO07805			200	0	11	12	23	223	0	31	8	39	8	0	8	55	278
Eagle River	CO07806			344	0	33	33	66	410	0	226	34	260	198	0	216	675	1085
Cochetopa Canyon	CO03610			64	0	32	0	32	96	0	151	0	151	37	0	0	188	284
Glenwood Springs	CO07814			217	0	5	41	47	263	0	63	54	117	36	52	0	205	468
Hack Lake	CO07804			76	2	14	14	30	106	0	15	5	19	5	11	0	35	141
Gunnison	CO03615			206	0	26	0	26	232	0	90	0	90	19	0	0	109	341
Little Snake	CO01617			530	0	85	22	107	637	0	90	0	90	30	150	215	485	1122
Blanca	CO05602			286	22	55	33	110	396	0	5	0	5	8	0	0	13	409
Grand Junction	CO07616			330	0	226	82	308	638	0	105	17	122	187	882	0	1191	1829
White River	CO01720			465	0	46	33	79	544	0	160	0	160	25	120	300	605	1149
Uncompahgre	CO03419			296	0	26	0	26	322	0	56	45	101	46	200	0	347	669
Bull Gulch	CO07803			44	1	6	25	32	76	0	3	5	9	7	11	104	131	207
Royal Gorge	CO05721			198	0	17	33	266	464	0	120	18	138	32	140	450	760	1224
Piceance Basin	CO01714			175	0	22	27	49	224	0	0	10	10	2	20	0	32	256
San Juan	CO03822			167	0	67	33	100	267	0	36	14	50	38	200	200	488	755
San Luis	CO05624			297	0	6	44	50	347	0	16	6	22	16	0	300	338	685
Kremmling	CO01818			228	0	25	18	43	271	0	0	0	0	0	50	100	150	421
Front Range	CO05823			209	0	0	0	0	209	0	0	0	0	0	0	0	0	209
Non RMA Costs				3403	110	880	880	1870	5273	2745	1690	1175	5610	3520	1320	1385	11835	17108
State Totals				\$21,469	\$569	\$3,627	\$2,350	\$6,761	\$28,230	\$7,020	\$7,034	\$2,501	\$16,556	\$7,390	\$3,864	\$10,428	\$38,147	\$66,377

This table is provided for comparison purposes, calculated from the constructed 11-year funding totals

Table 3-1.4

FUTURE FUNDING LEVELS											
Annual Average for Each of the 11-Years (Fiscal Years 1990-2000)											
Recreation Mgmt. Area (RMP) Name	RMA No.	Recurring Costs				Development Costs					
		Management	Maintenance			Total Costs \$(000)	Construction			New Facilit. Maint. \$(000)	Access & Easement Acquis. \$(000)
			Bldg. Maint. \$(000)	Rec. Maint. \$(000)	Trans- port. Maint. \$(000)		Bldg. reation \$(000)	Rec. Trans. \$(000)	Sub- Total \$(000)		
San Juan Triangle	CO03603/	122	0	41	34	75	34	78	145	55	5
Ruby Cyn./Blk. R.	CO03803	74	0	10	4	14	0	22	24	35	9
Gunnison Gorge	CO07605	116	3	4	10	17	18	5	37	9	1
Anasazi	CO03404	164	36	17	5	59	0	13	8	6	0
Arkansas River	CO03801	225	0	0	0	0	0	50	50	5	3
Dolores River	CO05701	58	0	7	0	7	5	14	7	12	1
Powderh'n. Pm. Ar.	CO03806	40	0	10	20	29	0	8	11	10	2
Gold Belt Cmplx.	CO03608	103	0	16	0	16	328	50	390	19	8
Upper Colo. R.-Upr.	CO05711	54	0	36	0	36	0	29	29	23	1
Upper Colo. R.-Lwr.	CO01802	34	0	6	8	14	0	27	28	24	2
Dominguez	CO07802	30	0	6	1	7	0	45	46	36	0
Grand Valley	CO07607	103	0	24	7	31	0	25	27	34	13
Rio Grande River	CO05601	33	0	0	0	0	4	0	12	5	1
Gateway	CO07608	27	0	5	3	8	0	1	1	0	7
Upper Yampa R.	CO01601	36	0	2	0	2	0	7	8	4	9
Thompson Creek	CO07813	21	0	1	1	2	0	1	2	7	1
North Sand Hills	CO01812	10	0	1	0	1	0	5	5	3	0
Deep Creek	CO07805	18	0	1	1	2	0	3	4	1	0
Eagle River	CO07806	31	0	3	3	6	0	21	24	18	0
Cochetopa Canyon	CO03610	6	0	3	0	3	0	14	14	3	0
Glenwood Springs	CO07814	20	0	0	4	4	0	6	11	3	5
Hack Lake	CO07804	7	0	1	1	3	0	1	2	0	1
Gunnison	CO03615	19	0	2	0	2	0	8	8	2	0
Little Snake	CO01617	48	0	8	2	10	0	8	8	3	14
Blanca	CO05602	26	2	5	3	10	0	0	0	1	0
Grand Junction	CO07616	30	0	21	7	28	0	10	11	17	80
White River	CO01720	42	0	4	3	7	0	15	15	2	11
Uncompagtre	CO03419	27	0	2	0	2	0	5	9	4	18
Bull Gulch	CO07803	4	0	1	2	3	0	0	1	1	1
Royal Gorge	CO05721	18	0	2	3	24	0	11	13	3	13
Piceance Basin	CO01714	16	0	2	2	4	0	0	1	0	2
San Juan	CO03822	15	0	6	3	9	0	3	5	3	18
San Luis	CO05624	27	0	1	4	5	0	1	2	1	0
Kremmling	CO01818	21	0	2	2	4	0	0	0	0	5
Front Range	CO05823	19	0	0	0	0	0	0	0	0	0
Non RMA Costs		309	10	80	80	170	250	154	510	320	120
State Totals		\$1,951	\$52	\$330	\$214	\$615	\$638	\$639	\$1,505	\$672	\$351
						\$2,566		\$227			
							\$638	\$639	\$1,505	\$672	\$351
									\$3,468		
											\$6,035

This table is provided for comparison purposes, calculated from the constructed 11-year funding totals

# *APPENDICES*



## **APPENDICES**

- A - Selected Trends Data
- B - Glossary of Acronyms
- C - BLM Field Offices in Colorado
- D - Map of Recreation  
Management Areas

## SELECTED TRENDS DATA

Following are a series of excerpts from several recreation

research articles, studies, and symposia highlighting some current

recreation trends.

### Source A

*Proceedings, 1985 National Outdoor Recreation Trends Symposium II, Volume II - Concurrent Sessions.*

“Outdoor recreation on publicly-owned areas is so firmly established in the modern American society that

it can never be abolished or even heavily cut back.” (p. 10)

“Practically all of the outdoor recreation fitness activities are undertaken on public land.” (p. 15)

“The trend in dispersed recreation use and demand has and will

continue to be one of growth.” (p. 300)

“The trend in dispersed recreation supply has not and will not grow in the future.” (p. 300)

### Source B

*“An Analysis of the Outdoor Recreation and Wilderness Situation in the United States: 1989-2040,” U.S. Department of Agriculture, Forest Service, A Technical Document Supporting the 1989 RPA Assessment, (in Draft), Outdoor Recreation and Wilderness Assessment Research Unit, H. Kenneth Cordell, Project Leader, Southeastern Forest Experiment Station, Athens, Georgia, 315 pages, Oct. 1988.*

“While there has been continued growth in demand for recreation, the rate of increase appears to be leveling off from the rates of the 1950s and 1960s. Some of the more active recreational pursuits seemed to have become more popular, some passive activities less popular. While hours of use in federal recreation areas have remained stable

or declined slightly over the past 10 years, the number of visits have increased. The two- or three-week vacations that were the norm just a few years ago now are less common and there has been an increase in the number of shorter trips. Also, more recreation now takes place close to home, with the median for day trips at 25 miles, and 130 miles for overnight trips. In addition, more than 90 percent of outdoor recreation takes place in developed areas, only about seven percent in more remote or wilderness areas.” (pp. II-2 and 3)

“Several important trends in recreation have recently emerged. Public recreation area visitation records and participation surveys. It is important to recognize, however, that public opinion polls typically measure participation rates; in other words, how many people engaged in recreation over some period in the

past. They provide little information on latent demand — what people would like to do if they had the opportunity. Moreover, surveys generally do not reveal what prevents individuals from participating in an activity.

“In addition to the important issue of identifying and meeting latent demand, the PCAO [President’s Commission on Americans Outdoors](1987) identified several other important demand-related issues.

- The American population is changing in many ways: the population is aging; two-income families are becoming the norm, altering the family structure dramatically; the racial mix is changing; and many new immigrants are entering the population.

- In addition to physical, psychological and spiritual benefits accruing to the individual, outdoor recreation benefits society too. The recreationist's social circles may benefit from more cohesive social groups resulting from sharing experiences. The local community may benefit from economic expenditures related to recreation as well as from the well-being of community members. Finally, participation in recreation may accrue long-term benefits to the state or nation through the well-being of their citizens.

- Recreation can serve as a form of public education, either through specific environmental education programs developed for that purpose, or more indirectly through acclimatization of participants to accepted forms of social interactions with all members of society, while in a recreation environment.

- Recreation facilities can provide social access to open space, often not found through another means.

- Finally, unstructured recreation opportunities can provide individuals with circumstances to contemplate and resolve personal problems, express their creative urges, explore their spirituality, try new experiences, and generally expand the parameters of their lives." (pp. II-9 and 10)

"For a number of land based activities, relatively large gaps will occur between preferred demand and expected supply. Included among

these activities are primitive camping, backpacking, day hiking, horseback riding, wildlife observation, nature study, photography, pleasure driving, sightseeing, and visiting historic and prehistoric sites and cross-country skiing." (p. IV-15)

"Shortages are predicted for the three most basic categories of resources. In terms of policy, the most serious is the expected shortfall in opportunities for warm season trips to both unroaded and roaded undeveloped areas. Shortages of land recreational opportunities are predicted to occur most dramatically for roaded, partially developed opportunities." (p. IV-22)

"Trends in American society are reflected in the trends in society's recreation patterns. Godbey (1986) selected and summarized eight major societal trends that are expected to affect recreation and leisure behavior:

- greater generational heterogeneity;
- aging baby boom generation;
- changing household composition;
- increasing elderly population;
- decreasing leisure time;
- increasing economic restraint;
- changing female work roles;
- increasing institutionalization of leisure."

"O'Leary (1985) summarized seven major social trends of the 80s that are expected to have major impact on the American population and on recreation situations in the future:

- increased political conflict;
- increased technological advances and innovations;
- increased "experience erosion";

- increased depreciative behavior;
- changing leisure activity patterns; and
- increased social displacement." (pp. V-10 and 11)

"Increasing pressure on public lands for nonconsumptive uses, and closure of some private lands will create financial opportunities for landowners who want to open their land to the public for daily, seasonal or annual fees. . . . Owners of land near wilderness and backcountry areas may realize some economic benefits through use of their land for staging sites for guided and outfitted trips, for grazing pack animals, and as trailhead camps." (p. V-28)

"If fees are charged, visitor use increases would not be as significant because imposing fees will result in decrease in demand." (p. V-29)

"On public lands, overall costs of management will increase significantly. There will be a need for more service, law enforcement, and interpretive personnel to accommodate greater numbers of visitors and a variety of activities including trail use, river running, nature study, skiing, camping and visiting museums, historic sites and prehistoric sites. More intensive visitor management will be required to both prevent conflicts among users such as commercial and private boaters, hikers and horseback riders, motor and nonmotor users, and consumptive and nonconsumptive users. More management to minimize damage to fragile natural sites and to facilities will be necessary as numbers of users grow. Additional investment in facilities also will be required, along with their long-term maintenance, especially trails, historic site access, roads, and overnight and day-use developed sites." (p. V-32)



## Source C

*“Trends” Volume 24, Number 3, 1987, National Park Service, Washington, D.C.*

In 1986, 90 percent of all Americans indicated that they sought enjoyment from the mountains, seashores, lakes and pathways (PCAO, 1987). Bicycling and camping have increased fivefold, boating has doubled, and risk recreation has experienced dramatic growth in activities such as whitewater rafting and rock climbing.

Four factors which heighten outdoor recreation opportunities:

- A growing population that will ultimately increase demand levels.
- A persistent trend in per capita income available for discretionary expenditures.
- An overall increase in available blocks of nonobliged time.
- The availability, relative comfort, and affordable cost of transportation.

The six primary motivations for outdoor recreation include fitness, social interactions, excitement, experience self and nature, everyone else is doing it, or their home is cramped. (p. 16)

Another emerging future trend is increased adventure recreation including mountaineering, rafting, wilderness hiking, orienteering, and cross-country skiing. Current issues affecting the delivery of these activities are user conflicts, reduction of areas available for participation, and legal issues. (Ewert, 1986)

## Source D

*“Trends” Volume 25, Number 4, 1988, National Park Service, Washington, D.C.*

Time, especially leisure time, is arguably becoming a scarcer commodity and the public perception is clearly that we have less leisure. The shorter distance traveled for recreation is a function of the perceived lessening of available time. (p. 7)

In the decade ahead, recreation managers, researchers, and policy makers will find need to cope with rapid change; recreation resource concerns increasingly will be people issues and not resource issues alone. People and society change faster and more erratically than do the natural resources with which we are professionally concerned. If, through the growing efforts to identify and analyze trends, the recreation profession can look to the year 2000 and beyond with people in the forefront, proper care of the resources will surely follow.

In order to understand the process of management for recreation, we must understand the experiences people are seeking and the extent to which the recreation

opportunity provided facilitates or hinders the attainment of the desired experience. If we do not do this, no professional recreation management is ever possible, because we are not dealing with the product. (p. 11)

The manager is in the business of providing opportunities for experiences, managing the resource in such a way that it will maximize the likelihood that persons seeking a particular type of experience will actually get it.

Social Psychological Issues in Outdoor Recreation:

- Diversity: Biggest challenge is to meet the diversity of demand that exists and will continue to grow.
- Equity: A commitment to effective recreation planning and management must be vitally concerned with fairness and with a concern for ways of overcoming barriers to participation.
- Conflict: Pay attention to both the causes and outcomes of the conflict.

- Change: Population structure is changing, the composition of society is changing and values are evolving. Technology is having a tremendous impact on the types of toys people are bringing with them to the outdoors. Need to be flexible and adaptable to change.

- Long-term benefits: We have no real sense of the true value of providing recreational opportunities to our culture. One of the most important things we can do is to more systematically examine and document what those benefits are. Recreation too often gets trivialized as merely “fun and games,” yet in the long-run, it is the “stuff” that keeps us afloat.

What the baby boomers choose to do may not necessarily include all the same activities their parents did, and if the activity is the same, the way it is done may not be.

Significant increase in the

number of people fishing and in the rate of participation.

Continuation in the decline of hunters.

Growth in the number of non-consumptive wildlife users - group most highly represented is the 35-45 age group.

The highest participation rates for hunting were in the 16-24 age group. For fishing, it was the 25-45 age group.

## Source E

### **“Trends” - Looking to the Year 2000, National Park Service, Washington, D.C.**

- America is aging.
  - Population growth is occurring most rapidly in the south and west and in rural communities.
  - Immigration into the United States will continue.
  - We are in the throes of a demographic revolution of working women.
    - In 1980, in 45 percent of couples, both spouses worked full-time. By 2000, it will be 85 percent.
    - The number of married working women with children under the age of 6 is increasing rapidly.
    - According to the Bureau of Labor Statistics, for the first time, professional women outnumber professional men, even though women account for only 44 percent of the work force.
  - The basic family unit is in evolution. In the last decade, there was a 93 percent increase in singles living alone and a 50 percent increase in divorced persons living alone.
- A major change is underway in the educational level of Americans. The average employee retiring from private enterprise today has a ninth grade education, while 70 percent of those entering the job market have college backgrounds.
  - Many Americans are more health-conscious and may be able to participate in active recreational pursuits much later in life.
  - The baby boomers (children born from 1946-1960) are entering middle age and becoming important consumers of recreation.
  - Baby boomers have been delaying marriage and children. There will be 10 million new “empty nesters” this decade as the population ages. However, when compared with the 16 million couples who will have new first-borns which tie them to home and hearth, there will be a net deficit in the travel market of about 6 million travelers by 1990.
  - Economic changes will affect the recreation choices Americans make. The house of the future will encourage

tourism. Square footage of new homes has dropped from 1700 square foot average in the 1970's to less than 1000 square feet. The personal wealth of Americans will increase by 33 percent in the decade ahead.

The more simple and less specialized activities remain very popular. Sightseeing, picnicking, walking, and swimming top the list.

More benefit to society may be achievable by making sure that attractive rural settings, casual space and trails, and unpolluted water are available.

Bicycling, canoeing/kayaking, camping, and snow skiing are equipment and skill-oriented. These activities represent opportunities for private sector involvement in providing equipment, instruction, outfitting and guiding, and fee sites. Projections for growth of these activities indicate continued strong private market opportunities in the future.

At issue is how quickly the pace and in which direction recreation is going. A strong national base of data and projection capabilities is a must to both public and private sectors if we are to be responsive in a timely manner to these changes.

## Some Recreation Visitor Use Particulars and Comparisons

### National Forests

Colorado is second in the nation behind California with 9 percent of the *total* visitor days for all types of National Forest recreation use combined.

**Downhill skiing** on Colorado's National Forests ranks first among all states and accounts for 39 percent of total recreation visitor days.

**Hunting** on Colorado's National Forests ranks fourth among all states (behind Oregon, California, and Montana) with 6 percent of total recreation visitor days.

**Camping** on Colorado's National Forests ranks fifth among all states

(behind California, Oregon, Arizona, and Utah) with 8 percent of total recreation visitor days.

### Colorado Division of Wildlife

In excess of 1,600,000 people (Coloradans and nonresidents) actively take part in wildlife viewing, feeding, and nature study each year.

### Bureau of Land Management

In the 11 western states, Colorado is ranked tenth in BLM-administered Public Lands acreage (2.5 percent of total), but is third in the number of *total* recreation visits

(8 percent), behind California (23 percent), and Utah (10 percent).

**Fishing** use on Colorado's Public Lands ranks second in total visitor hours (23 percent), behind Oregon (26 percent).

**Hunting** use on Colorado's Public Lands ranks third in total visitor hours (9 percent), behind California (30 percent) and Arizona (12 percent).

**Rafting and Boating** use on Colorado's Public Lands ranks fifth in total visitor hours (8 percent), behind Utah (27 percent), Oregon (20 percent), California (19 percent), and Idaho (15 percent).

## Some Facts on Economic Contributions

U.S. domestic travel expenditures for Colorado totaled \$5.005 billion in 1985, ranking 16th in the nation. (Source: U.S. Travel Data Center)

A comparison of travel expenditures among the 11 western states for

1983 shows Colorado ranking third (\$4.081 billion), behind California (\$25.943 billion) and Nevada (\$5.944 billion). (Source: U.S. Travel Data Center).

Total sportsmen expenditures for hunting and fishing in Colorado

for 1981 were \$1,001,149,000; 18 percent was spent by nonresidents. (Source: McKean & Nobe, CSU)

Visitor expenditures for downhill skiing in Colorado for the 1984-85 season total \$775,000,000 - up 25.8 percent from 3 years previous.

## Market Facts (Source: U.S. Travel Data Center, 1984)

Of the total Colorado vacationers, the percent staying in various types of accommodations are:

Lodge/Motel/Hotel	40%	Stayed with Friends or Relatives	31%
Owned or Rented Condominiums or Houses	10%	Campgrounds	19%





## GLOSSARY OF ACRONYMS

**ACEC — Area of Critical Environmental Concern:** BLM designations which highlight areas where special management attention is needed to protect and prevent irreparable damage to important historic, cultural, and scenic values, fish or wildlife resources, or other natural systems or processes, or to protect human life and provide safety from natural hazards.

**AHC — Anasazi Heritage Center:** A museum and visitor center for resources of the Anasazi culture, located in extreme southwestern Colorado near the towns of Cortez and Dolores.

**AM — Area Manager:** The principal line official at the Resource Area level of BLM, directly accountable to the District Manager in carrying out agency policies and decisions, directing all management activities, and rendering decisions with these separate geographic administrative units. There are 11 Area Managers in Colorado.

**AP — Activity Plan:** Second generation planning documents which outline how land use planning decisions (i.e., either Management Framework Plans or Resource Management Plans) are to be implemented. These are completed at two planning levels and include both Recreation Area Management Plans and Recreation Project Plans.

**ATROW — Access, Transportation, and Rights-of-Way:** BLM's program that provides for public lands access, transportation planning, and rights-of-way.

**ATV — All Terrain Vehicle:** One of the broad categories of off-highway vehicles. These are motorized recreation vehicles designed for and capable of traveling cross-country. As distinguished from four-wheel drives and snowmobiles, ATVs include narrower vehicles which travel immediately on the ground, primarily including motorcycles and four-wheel fat-tire trail vehicles.

**AWP — Annual Work Plan:** BLM's operating budget for any given fiscal year.

**BLM — Bureau of Land Management:** The youngest of all Federal land managing agencies, established by the Secretary of the Interior in 1946 by combining the General Land Office and the Grazing Service. BLM manages the remaining public domain under principles of multiple use and sustained yield to provide, among other things, for outdoor recreation.

**CA — Cooperative Agreement:** A partnership agreement between BLM and another cooperator in which monetary or nonmonetary assistance is transferred to the cooperator to

support a mutually agreed upon objective, where BLM is a financial supporter, and where BLM is substantially involved in the partnership.

**CFR — Code of Federal Regulations:** A codification of the general and permanent rules published in the Federal Register by executive departments and agencies of the Federal Government. Regulations relating to Public Lands administered by the BLM are included in Title 43.

**CMA — Cooperative Management Agreement:** A partnership agreement between BLM and another cooperator where the primary purpose is to install, use, maintain, or modify facilities or resources, and where there is significant involvement in cost sharing related to management of the resources involved, but there is no transfer of Federal funds involved.

**CORRP — Colorado Outdoor Recreation Resources Project:** An effort to bring together outdoor recreation providers in order to communicate the public value and resulting management needs of Colorado's diverse outdoor recreation resources in such a way that their intrinsic and economic values are maintained for future generations. It is a communication tool to raise awareness, a mechanism to

accomplish special projects, and a catalyst for multi-agency actions.

**CRMP — Cultural Resource Management Plan:** A second generation BLM plan, generally following land use plans, describing management direction for archaeological and historic resources in a specific management area.

**CTB — Colorado Tourism Board:** The entity within the Colorado Department of Local Affairs responsible for conducting a proactive and aggressive marketing program consisting of activities that serve to promote Colorado as the premier mountain vacation destination, while at the same time providing the framework within which Colorado's regions, destinations, and tourism businesses can promote and sell their specific tourism products.

**DM — District Manager:** The principal line official at the District level of BLM. This is the primary administrative subdivision of the State Director's geographic area of responsibility - which for Colorado is the entire state - and is directly accountable to the State Director. There are four District Managers in Colorado.

**DOH — Department of Highways:** A principal department within Colorado State Government responsible for managing the State's highway transportation system.

**DOW — Division of Wildlife:** The agency within the Colorado Department of Natural Resources responsible for managing the state's wildlife resources.

**DPOR — Colorado Division of Parks and Outdoor Recreation:** The agency within the Colorado Department of Natural Resources responsible for managing Colorado's State Park System.

**EIS—Environmental Impact Statement:** A detailed written statement as required by section 102(2)(C) of the National Environmental Policy Act.

**ERMA — Extensive Recreation Management Area:** Areas where dispersed recreation occurs and where visitors have the freedom of recreational choice with minimal regulatory constraint. Significant public recreation issues or management concerns are limited in these areas, and nominal management generally suffices.

**FLPMA — Federal Land Policy and Management Act:** The first clear-cut mandate Congress has ever given to the BLM for administration of the 473 million acres of Federal lands under its jurisdiction. In acres, this is more land than is held by all other Federal agencies combined.

**FY — Fiscal Year:** The budget year; for BLM it extends from October 1 through September 30.

**JPTA — Job Partnership Training Act:** A Federal job training program designed for individuals who have barriers to employment.

**L&WCF — Land and Water Conservation Fund Act:** An Act by the U.S. Congress which provides funds for Federal assistance to the states in planning, acquisition, and development of needed land and water areas and facilities. The Act also provides funds for the Federal acquisition and development of certain lands and/or areas to ensure U.S. citizens accessibility to such quality and quantity of outdoor recreation resources as may be available and necessary or desirable to strengthen the health and vitality of those citizens through individual active participation.

**MFP — Management Framework Plan:** The name for BLM's old land use plans, now superseded by RMPs.

**MOU — Memorandum of Understanding:** A partnership between BLM and another cooperator agreeing to policies or procedures of mutual concern and confirming mutual assistance activities with nonfederal entities or individuals. It involves no Federal funds, but an obligation or exchange of services.

**NCA — National Conservation Area:** An area of nationally significant Public Lands resources established by Act of Congress to protect and conserve nationally important natural and cultural resources while allowing compatible uses, with multiple use being an important aspect.

**NPS — National Park Service:** The Department of the Interior agency responsible for managing the Nation's National Parks, Monuments, and Historic Areas.

**NRI — Nationwide Rivers Inventory:** A 1982 inventory and evaluation of all rivers and river segments 25 miles or longer, within the coterminous United States, completed by the National Park Service as a compilation of comprehensive, consistent data on the Nation's significant free flowing streams.

**OHV — Off-Highway Vehicle:** Any motorized vehicle capable of, or designed for, travel on or immediately over land, water, or any natural terrain.

**ONA — Outstanding Natural Area:** A BLM designation to preserve scenic values and areas of natural wonder.

**ORRRC — Outdoor Recreation Resources Review Commission:** A Federal commission established in



1960 that prepared the report *Outdoor Recreation for America*, which galvanized public support for new outdoor recreation initiatives and several articles of Federal conservation legislation.

**PCAO — President's Commission on Americans Outdoors:** A fifteen-member commission appointed by the President in 1985 to look a generation ahead and assess the Nation's needs to have appropriate places to do what they want outdoors.

**PYBP — Program Year Budget Plan:** BLM's documents through which program requirements (increases or decreases) are submitted by States/Offices to the Director for consideration in the Bureau's budget request to the Secretary for use in preparing the President's budget.

**RAMP — Recreation Area Management Plan:** An approved document for a specific geographical area of Public Land which identifies the management actions to be implemented to achieve recreation related decisions made within the land use plan and provides the link between land use allocation decisions and their actual on-the-ground implementation.

**RMA — Recreation Management Area:** Sub-units of Resource Areas that serve as basic land units for recreation management. Each area is identified and managed as a unit based on similar or interdependent recreation values, homogeneous or interrelated use, land tenure and use patterns, or administrative efficiency. There are two kinds of RMAs, Special and Extensive.

**RMP — Resource Management Plan:** A land-use plan as prescribed by the Federal Land Policy and Management Act of 1976.

**RNA — Research Natural Area:** An area that is established and maintained for the primary purpose of research and education because the land has typical representations of common plant or animal associations; unusual plant or animal associations; threatened or endangered plant or animal species; typical representations of common geologic, soil, or water features; or outstanding or unusual geologic, soil, or water features.

**RPA — Resources Planning Act:** The Forest and Rangeland Renewable Resources Planning Act of 1974. As amended, it directs the Secretary of Agriculture to prepare a comprehensive, long-range assessment of the Nation's renewable resources and to develop a program for Forest Service activities.

**RPP — Recreation Project Plan:** An approved document for a specific recreation facility or complex which documents recreation visitor profiles, user requirements, and design parameters to ensure that engineering designs meet specified recreation management objectives, providing the basis for estimating survey, design, and construction costs and actual funding allocations.

**RUP — Recreation Use Permit:** Use authorizations for developed recreation sites meeting Land and Water Conservation Fund Act use fee requirements.

**SCA — Student Conservation Association:** A student volunteer association with which BLM cooperates each year.

**SCORP — Statewide Comprehensive Outdoor Recreation Plan:** A statewide outdoor recreation policy plan periodically prepared by the Colorado Division of Parks and Outdoor Recreation to provide government and private decision-

makers with information and direction for outdoor recreation planning and development.

**SD — State Director:** The official at the first level administrative unit of BLM's field organization responsible for a geographic area consisting of one or more States.

**SRMA — Special Recreation Management Area:** Areas where special or more intensive types of recreation management are needed, recreation activity plans are required, and greater managerial investments can be anticipated. A Resource Area may contain none or several of these areas.

**SRP — Special Recreation Permit:** Use authorizations for dispersed recreation use at other than developed sites. These are required for all commercial and competitive events, and certain organized events. They may be required of individuals and groups where necessary to ensure proper management of Public Lands.

**USDA — United States Department of Agriculture:** The Nation's agriculture department, having responsibility for managing forest, farm and ranch, and related programs.

**USDI — United States Department of the Interior:** The Nation's principal conservation department, having responsibility for most of our nationally owned Public Lands and natural resources.

**USFS — U.S. Forest Service:** The agency within the U.S. Department of Agriculture having management responsibility for the National Forests and National Grasslands. It is responsible for Federal leadership in forestry.

**VRM — Visual Resource Management:** The inventory and planning actions taken to identify visual values and to establish objectives for managing those values, and the management actions taken to achieve visual management objectives.

**WSA — Wilderness Study Area:** Public Lands areas determined to have wilderness characteristics described in the Wilderness Act of September 3, 1964.

### *BLM FIELD OFFICES IN COLORADO*

Colorado State Office  
2850 Youngfield Street  
Lakewood, CO 80215  
(303) 236-1721

Craig District  
455 Emerson Street  
Craig, CO 81625  
(303) 824-8261

Kremmling Resource Area  
1116 Park Avenue  
P.O. Box 68  
Kremmling, CO 80459  
(303) 724-3437

Little Snake Resource Area  
1280 Industrial Avenue  
Craig, CO 81625  
(303) 824-4441

White River Resource Area  
73544 Highway 64  
P.O. Box 928  
Meeker, CO 81641  
(303) 878-3601

Grand Junction District  
764 Horizon Drive  
Grand Junction, CO 81506  
(303) 243-6552

Glenwood Springs Resource Area  
50629 Highway 6&24  
P.O. Box 1009  
Glenwood Springs, CO 81602  
(303) 945-2341

Grand Junction Resource Area  
764 Horizon Drive  
Grand Junction, CO 81506  
(303) 243-6561

Montrose District  
2465 South Townsend  
Montrose, CO 81401  
(303) 249-7791

San Juan Resource Area  
Federal Building  
701 Camino Del Rio  
Durango, CO 81301  
(303) 247-4082

Gunnison Resource Area  
216 North Colorado  
Gunnison, CO 81230  
(303) 641-0471

Uncompahgre Resource Area  
2505 South Townsend  
Montrose, CO 81401  
(303) 249-7791

Anasazi Heritage Center  
27501 Highway 184  
Dolores, CO 81323  
(303) 882-4811

Canon City District  
3170 East Main Street  
P.O. Box 2200  
Canon City, CO 81215-2200  
(719) 275-0631

Northeast Resource Area  
Denver Federal Center  
Bldg. 41, Room 166  
Denver, CO 80225  
(303) 236-4399

Royal Gorge Resource Area  
3170 East Main Street  
P.O. Box 2200  
Canon City, CO 81215-2200  
(719) 275-0631

San Luis Resource Area  
1921 State Street  
Alamosa, CO 81101  
(719) 589-4975





*MAP OF RECREATION MANAGEMENT AREAS*

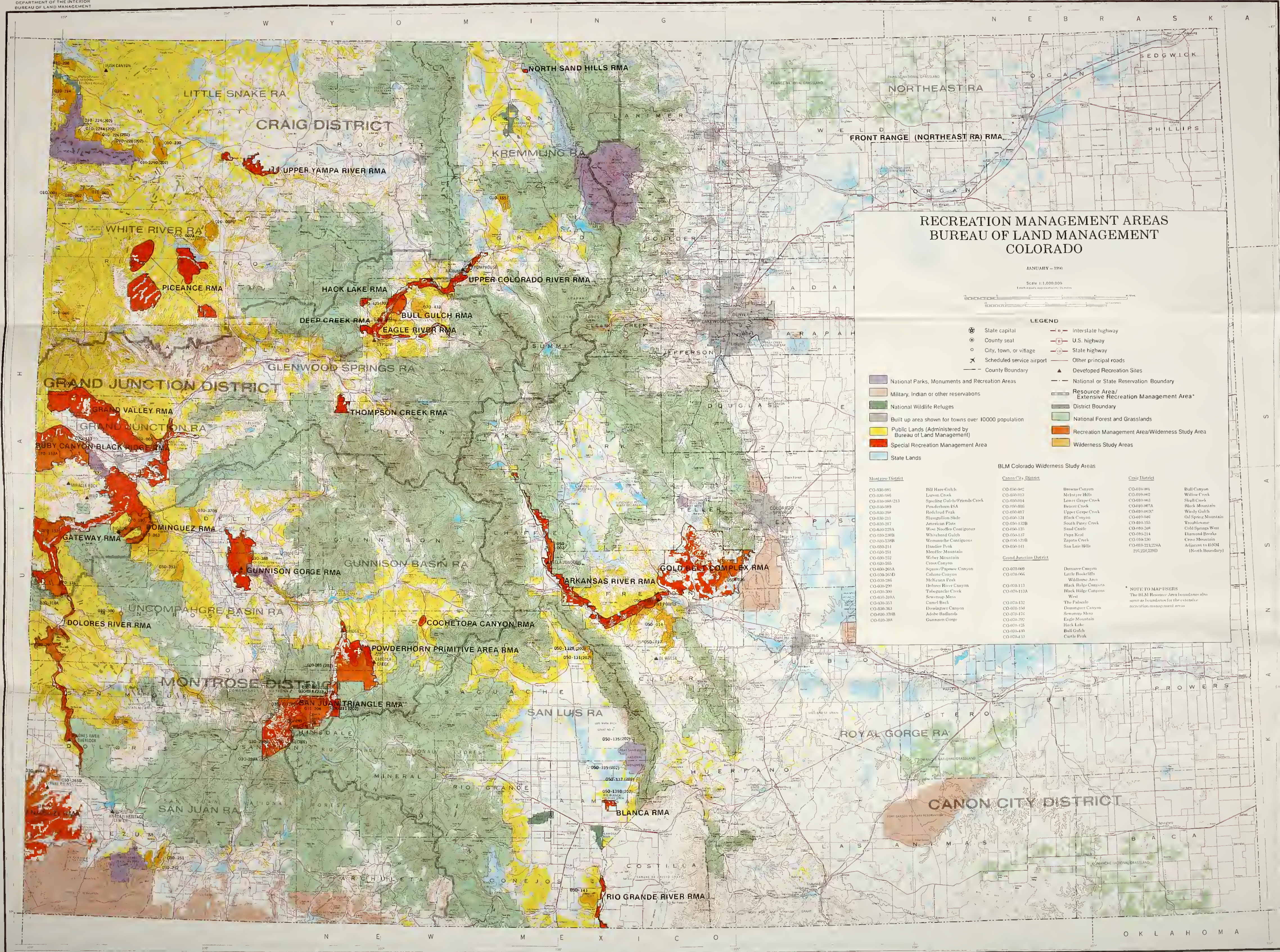
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RECREATION MANAGEMENT AREAS  
BUREAU OF LAND MANAGEMENT  
COLORADO

JANUARY - 1990

Scale 1:1,000,000  
1 inch equals approximately 16 miles

- LEGEND**
- State capital
  - County seat
  - City, town, or village
  - Scheduled service airport
  - County Boundary
  - National Parks, Monuments and Recreation Areas
  - Military, Indian or other reservations
  - National Wildlife Refuges
  - Built up area shown for towns over 10000 population
  - Public Lands (Administered by Bureau of Land Management)
  - Special Recreation Management Area
  - State Lands
  - Interstate highway
  - U.S. highway
  - State highway
  - Other principal roads
  - Developed Recreation Sites
  - National or State Reservation Boundary
  - Resource Area/Extensive Recreation Management Area\*
  - District Boundary
  - National Forest and Grasslands
  - Recreation Management Area/Wilderness Study Area
  - Wilderness Study Areas

BLM Colorado Wilderness Study Areas

Montrose District

CO-030-085 Bill Hare Gulch  
CO-030-086 Larson Creek  
CO-030-088/213 Spaulding Gulch/Friends Creek  
CO-030-089 Powderhorn USA  
CO-030-098 Redoubt Peak  
CO-030-211 Slingshot Slide  
CO-030-217 American Flats  
CO-030-220A West Needles Contiguous  
CO-030-230B Whitchord Gulch  
CO-030-230B Weminuche Contiguous  
CO-030-214 Handies Peak  
CO-030-251 Mendee Mountain  
CO-030-252 Weyer Mountain  
CO-030-255 Cross Canyon  
CO-030-265A Square/Papoose Canyon  
CO-030-265D Caliente Canyon  
CO-030-286 McKenna Peak  
CO-030-290 Dolores River Canyon  
CO-030-300 Talagache Creek  
CO-030-310A Sewmap Mesa  
CO-030-310B Camel Back  
CO-030-383 Dominguez Canyon  
CO-030-370B Adobe Badlands  
CO-030-384 Gunnison Gorge

Canon City District

CO-054-092  
CO-050-012  
CO-050-014  
CO-050-019  
CO-050-017  
CO-050-131  
CO-050-128  
CO-050-135  
CO-050-137  
CO-050-129B  
CO-050-111  
CO-070-009  
CO-070-066  
CO-070-113  
CO-070-113A  
CO-070-132  
CO-070-134  
CO-070-176  
CO-070-292  
CO-070-128  
CO-070-430  
CO-070-433

Craig District

CO-010-398  
CO-010-492  
CO-010-443  
CO-010-407  
CO-010-046  
CO-010-155  
CO-010-348  
CO-010-214  
CO-010-230  
CO-010-221,224A  
CO-010-221,224D  
Bull Canyon  
McIntyre Hills  
Lower Grape Creek  
Beaver Creek  
Upper Grape Creek  
Black Canyon  
South Piney Creek  
Small Castle  
Vega Rock  
Zapata Creek  
San Luis Hills  
Hill Canyon  
Willow Creek  
Skull Creek  
Black Mountain  
Windy Gulch  
Oil Spring Mountain  
Troublesome  
Cold Springs West  
Diamond Breaks  
Cross Mountain  
Adjacent to DNM  
[North Boundary]

\* NOTE TO MAP USERS  
The BLM Resource Area boundaries also serve as boundaries for the extensive recreation management areas.



**U. S. Department of the Interior**  
**Bureau of Land Management**

